

**THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF EDUCATION, SCIENCE AND
TECHNOLOGY**



**PRE-PRIMARY AND PRIMARY TEACHER
DEPLOYMENT STRATEGY
2019 - 2021**

NOVEMBER, 2020

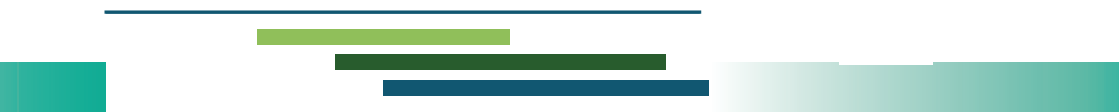


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FOREWORD

The Government of the United Republic of Tanzania has decided to put in place a Pre-primary and Primary Teacher Deployment Strategy as an important step to ensure provision of quality learning outcomes. The Strategy serves to enable a shift towards small class sizes and better distribution of the teaching workforce across the country.

Between 2014 and 2017 the Government, supported by the Education Programme for Results (EP4R), made improvements in Pupil-Teacher Ratio (PTR). These incentivized improvements in PTR focus on district and school levels, with financing released to Government in proportion to the number of Local Government Authorities (LGAs) with an average PTR within the range of 35-60. The financing released directly to LGAs is geared towards supporting the Government to reach the acceptable range, with asymmetrical incentives for improvement at both understaffed and overstaffed schools. However, inequities in the distribution of teachers and less impressive PTR are still a challenge that the Ministry envisages to address. With the existing policies and practices on teacher deployment and utilisation, it will not be possible to bring down class sizes throughout the country without having to build enough classrooms and deploy an adequate number of teachers.

This Strategy therefore, introduces several strategies benchmarked from interventions implemented nationally and globally.

The Pre - primary and Primary Teacher Deployment Strategy has come at the right time to address the current inequities in teacher allocation across LGAs, within LGAs and at the school level. I hope that all key stakeholders will support the Government in implementing this initiative for effective and efficient distribution of pre – primary and primary school teachers in the country.



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Dr. Lyabwene M. Mtahabwa

COMMISSIONER FOR EDUCATION

ACRONYMS

BEMIS	Basic Education Management Information System
DLR	Disbursement Linked Result
EMIS	Education Management Information System
EP4R	Education Programme for Results
EQUIP-T	Education Quality Improvement Programme in Tanzania
ESDP	Education Sector Development Plan
FFBEP	Fee-Free Basic Education Policy
HT	Head Teacher
IDELA	International Development and Early Learning Assessment
IIEP	International Institute for Educational Planning
IT	Information Technology
LGA	Local Government Authority
MC	Municipal Council
MoEST	Ministry of Education, Science and Technology
ODL	Open and Distance Learning
OECD	Organisation for Economic Co-operation and Development
PO-RALG	President's Office – Regional Administration and Local Government
PTR	Pupil-Teacher Ratio

QA	Quality Assurance
SNE	Special Needs Education
SQA	Schools Quality Assurance
STEP	Student Teacher Enrichment Programme
TTC	Teacher Training College
WEO	Ward Education Officer
WGTD	Working Group on Teacher Deployment

1.0 INTRODUCTION

The commitment of the Government of Tanzania to realise national and international goals for quality basic education to all supports major reforms following the launching of the Education Sector Development Programme (ESDP) in 1997. In line with the revised ESDP 2016, the Government launched the Primary Education Development Plan (PEDP) in 2002 with four priority objectives, one being enrolment expansion. PEDP was followed by the Secondary Education Development Plan (SEDP) in 2004 which sought to increase the transition rate from primary to secondary education by expanding enrolment in secondary education. Enrolments in both primary and secondary school rose dramatically as a result of PEDP and SEDP implementation. This in turn, created demand for teachers over and above previous supply levels. While carefully planning to meet the demand for teachers, it is pertinent to recruit, deploy, and manage teachers effectively in all schools.

In Tanzania, primary school teachers are recruited and deployed by the President's Office – Regional Administration and Local Government (PO-RALG).

The teachers are managed by the Local Government Authorities (LGAs), including District, Municipal and City councils. Despite some achievements in reducing the number of schools with extremely high PTR nationwide, disparities still exist, especially between urban and rural schools and between regions. Disparities in teacher distribution are also prevalent, alongside very large class sizes and severe teacher shortages in many areas. Thus, the development of Primary Teacher Deployment Strategy is an attempt to address the observed challenges of inequitable primary school teacher distribution in Tanzania, and to ensure quality teaching and learning.

SITUATIONAL ANALYSIS

2.1 Overview

This chapter provides a detailed analysis of the development challenges facing the provision of quality primary education in the country. It also attempts to critically analyse the strengths, weaknesses, opportunities and threats as described in Table 1. This is important because all these aspects influence success in the provision of quality education in some way, and therefore need to be referred to and monitored throughout the implementation of the strategy.

2.2 The Development Challenge

Tanzania has made substantial progress towards widening access to primary education over the last few decades. However, teacher deployment is faced by both quantitative factors resulting from rapidly increasing school enrolment, unmanageable large class sizes in some schools and lack of a mechanism to ensure equitable distribution of pre- primary and primary school teachers.

According to the Education Sector Development Plan (ESDP) 2016/17-2020/21, pre-primary gross enrolment has increased from 39.5% in 2010 to 102% in 2016, and primary pupil-classroom ratio has increased from 66:1 in 2010 to 77:1 in 2016. Despite the standard class size of 40:1, some classes are reaching as high as 300 pupils per class. The expansion of primary enrolment and class size has not been matched by the recruitment and distribution of teachers or by the construction of classrooms. Regional disparities in teacher shortages are also a characteristic and are more pronounced in rural areas.

The inequitable distribution of pre-primary and primary school teachers in Tanzania is exacerbated by many factors, including unfavourable teaching and learning environments and inadequate support services. For instance, the supply of housing and utility services such as health and sanitation, water and electricity, cause big problems for both teachers and pupils in rural areas. In some cases, mostly in rural and remote areas, teachers face difficulties in accessing important teaching, reading and reference textbooks and materials. Furthermore, the distribution of transport and communication infrastructure is inadequate making life difficult for them and the same negatively affects their teaching morale and productivity in general. This contributes to most teachers to hesitate to take teaching post when allocated to teach in rural schools.

Similarly, rural teachers often have fewer opportunities to attend in-service courses or training. The combination of these factors together has far-reaching consequences for the rural and urban distribution of teachers across the country.

Since 2014, through the implementation of the Education Programme for Results (EP4R) both national and local Governments have been incentivized to improve the equitable distribution of teachers through focusing on bringing the PTR within an “acceptable” range of between 35 and 50, both at the individual school level and aggregated across each LGA. The deployment of teachers within schools has combined to result in the persistence of unacceptably high-class sizes, especially in the early years of Pre-Primary to Standards 2.

2.3 SWOT Analysis

A SWOT (SWOC) analysis is carried out in order to ascertain and review the institutional Strengths and Weaknesses of the Ministry of Education, Science and Technology in carrying out measures for effective and efficient teacher deployment. Similarly, Threats and Challenges that face the Ministry are important factors to consider when determining the environment under which appropriate measures for teacher deployment could be sought.

Table 1: presents a summary of the analysis of strengths, weaknesses, opportunities and threats.

Table 1: SWOT Analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> i. Existence of various National Policies, Plans, Strategies and Programmes; ii. Existence of specific Education Sectoral Policies, programmes, plans, guidelines and strategies for education development; iii. Ministry’s oversight and monitoring role in the education sector; iv. Existence and widely distributed of primary teachers’ colleges in the country; v. Government commitment to have a pre-primary classroom in each primary school 	<ul style="list-style-type: none"> i. Inadequate classrooms in some schools; ii. High Pupil -Teacher Ratio; iii. Unequal distribution of teachers in some schools; iv. Poor teaching and learning environment especially in rural schools; v. Inadequate teaching and learning facilities in some schools; vi. Insufficient transport and communication infrastructure; vii. Inadequate support services; viii. Inadequate staff in some schools and LGAs;

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> vi. Stable economic growth; vii. Political and administrative stability; viii. Cohesive social and linguistic context; ix. Presence of Schools Quality Assurance mechanism; x. Existence of Teacher Professional Board; and xi. Widely spread Teachers' Resources Centres. 	<ul style="list-style-type: none"> ix. High teacher absenteeism in some schools; x. High teacher turn over; xi. Inaccessibility to teaching and learning technologies in schools; and xii. Absence of specific strategy and guidelines used for deployment of teachers.
OPPORTUNITIES	THREATS/CHALLENGES
<ul style="list-style-type: none"> i. Existence of Inter-Ministerial Collaborations, Partnerships and linkages; ii. High demand for education; iii. Strong Support from Development Partners, and non-state actors; 	<ul style="list-style-type: none"> i. High Poverty levels; ii. High unemployment rates; iii. Financial and economic crises; iv. Political and armed Conflicts in the neighbouring countries;

OPPORTUNITIES	THREATS/CHALLENGES
<ul style="list-style-type: none"> iv. High potential for private investment in the education sector; v. Presence of International Commitments that shape national education policies, programmes and strategies; vi. Existence of the Joint Education Sector Review; and vii. Availability of resources from the donor community and other development partners 	<ul style="list-style-type: none"> v. High prevalence of HIV/AIDS; vi. High population growth; vii. Rural-urban patterns-the urban bias; viii. Terrorism; ix. Natural calamities; x. Migration due to nomadic pastoralism; and xi. Remoteness and hard to reach areas

THE RATIONALE FOR DEVELOPING TEACHER DEPLOYMENT STRATEGY

There is a strong relationship between class size and learning outcome. Studies show that when class sizes go over about 60, effective teaching and learning cannot take place. Tanzania has very large primary class sizes, both by regional and global standards. Even in schools with the correct or nearly correct deployment of teachers, it is not unusual to see classes of 200 and above, especially in the early years of Standards 1 and 2. The distribution of pupils among streams and the deployment of teachers within schools is also uneven, and there is a serious shortage of qualified pre-primary teachers.

Evidence from the Basic Education Statistics shows that the national Pupil-Teacher Ratio (PTR) for primary education in 2018 was 1:51, whilst the overall government schools PTR is 1:54. This is outside the standard of 1:40.

The persistence of PTRs outside of this standard is attributed to increased enrolment following the introduction of fee -free basic education in 2016, which has not been matched by an increase in the number of teachers in government schools. Furthermore, the situational analysis in section 3 above indicates widespread regional and LGA disparities. For example, out of the 26 regions only 12 have an aggregate PTR within a range of 35 -53, and 13 regions have a PTR above 53 (ESPR 2017/2018). In 2017, some schools in Kagera, Simiyu and Katavi regions had a PTR of up to 1:500, almost ten times higher than the national average. In addition, out of 184 LGAs, there are 93 with a PTR above the acceptable range, including 68 with a PTR of more than 60 and one (Kasulu district) with an aggregate PTR of 1:92.

These variations and inequities in teacher distribution within schools call for the government's combined efforts to address teacher allocation and reallocation by developing a Teacher Deployment Strategy, appropriate guideline and the tool, so as to ensure even distribution of teachers across regions, LGAs and within schools for effective and efficient use of the teaching force. The aim as defined by existing education policy in Tanzania, is one teacher for every 40 pupils at primary school, though it is recognized that this is a longer-term goal and a temporary higher PTR with a maximum class size of 60 may be required in schools with a teacher shortage.

STRATEGIC OBJECTIVES AND ACTIVITIES

This section articulates strategic issues that need to be addressed to achieve equitable distribution and utilization of primary school teachers and improve the delivery of quality education in Tanzania. The strategic issues emanate from the situational analysis described earlier. Five strategic issues have been identified, namely: distributing teachers equitably and fairly across primary schools; improving the teaching and learning environment; providing opportunities for teacher career development; capacity building for teacher deployment and management; and strengthening institutional arrangements in the management of teacher deployment and utilization of teachers within primary schools.

Strategic Area 1: Distributing teachers equitably and fairly across primary schools in the country

Following the implementation of fee - free primary education in Tanzania, there has been an increase in enrolment in primary schools. This has contributed to some parts of the country primary schools have unmanageable and unacceptable higher PTRs and overcrowded classrooms.

This has far-reaching implications for quality teaching and learning as well as teachers' workloads. Therefore, to promote quality teaching and learning in the country calls for concerted efforts to equitably deploy teachers across schools in the country. Hereunder are strategic objectives and their respective interventions that will help to rationalize the deployment of teachers in the country.

Objectives

- i. Maintain an up to date BEMIS database in primary schools.

Activities

- Collect quarterly data on the number of teachers, pupils and classrooms in primary schools;
 - Analyse data to determine the status of teachers' utilization in schools.
- ii. Enforce the implementation of guidelines for teacher deployment in pre-primary and primary schools.

Activities

- Develop M&E framework on the use and implementation of TD guidelines;
- Build capacity to key actors on the use and implementation of TD guidelines;
- Issuing of the TD guidelines to RS, LGAs; and
- Monitor and evaluate the use and implementation of TD guidelines.

iii. Enforce the use of teacher deployment tool in distributing teachers in primary schools.

Activities

- Develop a teacher deployment software;
- Use a teachers' deployment tool to objectively distribute teachers; and
- Prepare and issue circulars on teacher deployment.

Strategic Area 2: Improving the teaching and learning environment in primary schools

The teaching and learning environment is known to greatly impact the quality of education delivery for some reasons, including the accessibility and condition of infrastructure and basic services; the availability of teaching and learning materials; and teacher absenteeism and morale. In many rural areas of Tanzania, teaching and learning environments are not conducive for facilitating teaching and learning: school buildings, teachers' houses and classrooms are often in very poor condition, either collapsing, or with leaking roofs, cracked walls and floors, or no windows and lighting. To improve the teaching and learning environment, the following strategic objectives and activities have been identified:

Objectives

- i. Improve infrastructure and its efficient use in primary schools to facilitate teaching and learning.

Activities

- Construct feeder roads to schools;
 - Rehabilitate regional/district teacher resource centres for teachers to access training and learn from each other;
 - Construct/rehabilitate teacher houses in rural areas with exact criteria for eligibility; and
 - Introduce double shifting where reasonable (and safe) for S1-S4 classrooms, and guide LGAs and schools on how and when to do this.
- ii. Improve teaching and learning facilities in primary schools.

Activities

- Install sports facilities, guiding the use of existing available space for sports where possible;
- Install ICT facilities in primary schools;
- Establish satellite centres to facilitate e-learning;
- Establish common rooms in primary schools (using existing space where possible); and
- Engage with potential local and international partners to collaborate on the provision and improvement of teaching and learning facilities in schools.

iii. Provide and enhance support services for teachers, especially in rural areas.

Activities

- Recruit guidance and counselling personnel to support teachers;
- Provide transport and communication services where possible in rural areas (e.g. buses, bikes, mobile phones);
- Recruit TRC coordinators to support teachers;
- Supply health facilities where possible in rural areas; and
- Introduce mentorship services for teachers in primary schools, including training for mentors.

iv. Promote and enhance active community engagement and participation in improving the teaching and learning environment at primary schools.

Activities

- Sensitize and mobilize the community and community leaders through workshops, meetings; media channels and marketing materials;
- Engage the community in improving school infrastructure;
- Engage the community in improving school facilities; and
- Engage the community in providing support services.

Strategic Area 3: Providing opportunities for teacher professional development

It is argued that primary school teachers in many rural areas, unlike their counterparts in urban areas, have limited access to services and opportunities and as a result become demoralized, seeking other opportunities and often quitting their teaching posts. Therefore, to retain teachers in rural areas there is a need to facilitate the provision of opportunities for teachers' professional development. The key strategic objectives and activities for teachers' professional development are as follows:

Objectives

- i. Establish tailor- made in-service and upgrading training programmes.

Activities

- Conduct teacher professional development needs assessment;
- Establish modalities and roles & responsibilities for teacher professional development;
- Design and deliver short and long-term professional development courses for teachers;
- Provide scholarships to teachers for training;
- Conduct teacher exchange programmes between schools/districts/regions;

- Conduct seminars and workshops in specific subject areas for teachers to attend; and
 - Promote and enhance active community engagement and participation in the creation of opportunities for teacher career development.
- ii. Improve availability of and access to teaching and learning resources.

Activities

- Develop lesson plans and scripts for the new curriculum; and
 - Develop and produce teaching and learning materials (TLMs – both electronic and in print), locally where possible.
- iii. Enhance the standards of performance appraisals and result based practices (OPRAS) to improve the efficiency and effectiveness of primary education delivery.

Activities

- Review modalities for effective OPRAS, drawing on national and international best practice; and
 - Capacity building of educational managers, administrative personnel and teachers on OPRAS.
- iv. Establish local and international collaborations in providing opportunities for teacher career development.

Activities

- Engage with potential national and international partners on teacher training and professional development;
- Establish partnership and collaborations to foster career development opportunities for primary teachers; and
- Share and disseminate best practice in teacher professional development.

Strategic Area 4: Capacity Building of responsible personnel at all levels in the teacher deployment and management process

Some schools in the country underutilize teachers and allow very large class sizes even in schools with correct, or nearly correct, deployment of teachers. HTs, Ward Education Advisors (WEOs) and LGAs all need training on the utilization of teachers and distribution and deployment of teachers within their administrative areas. Roles and responsibilities for teacher deployment and management are distributed across central (PO-RALG), regional and district (LGA) levels, including municipal and city councils, and everyone involved must have a full understanding of the process. To address this issue, the following strategic objectives and activities have been identified:

Objectives

- i. Build the capacities of various actors on best and effective teacher deployment and management practices.

Activities

- Conduct needs assessment of relevant actors in the teacher deployment system (e.g. HTs, WEOs, LGAs);
 - Design and develop tailor-made training programmes for relevant actors, including producing training materials;
 - Deliver training according to sub-sector needs; and
 - Build capacity of SQA team to provide support on teacher utilization.
- ii. Collect, store and disseminate information and knowledge on the effective and equitable distribution and utilization of teachers in primary schools

Activities

- Strengthen dissemination of information on teacher utilization and workload to HTs and schools;
 - Distribute the teacher deployment strategy, guidelines and other relevant documentation to LGAs and schools so they have the necessary information to implement effectively; and
 - Share national and international best practice on effective teacher deployment management practices as applicable.
- iii. Raise public awareness on the importance of equitable distribution and utilization of teachers in primary schools.

Activities

- Publicly announce the changes in teacher deployment via the media and official government communication channels;

- Conduct dissemination meetings on teacher deployment;
- Engage communities in the teacher deployment process; and
- Communicate the process and changes through media, formal and informal meetings, newsletters etc.

Strategic Area 5: Strengthening institutional arrangements in the management of teacher deployment and utilization in primary schools

PO-RALG is the government body responsible for the national deployment of primary teachers. There is a need to strengthen the institutional arrangements for this process to ensure consistency, rigour and full compliance with this strategy and other approved Ministry strategies and policies. The system also needs to be modernized through the development of Teacher Deployment tool and Software. However, this should also be accompanied by instituting and issuing rules and circulars that don't allow the transfer of teachers without sufficient grounds to do so. Institutional arrangements should also be strengthened at the local government level, where responsibility for teacher management lies, and at the school level to ensure teachers are used effectively within schools.

Objectives

- i. Develop modalities to support equitable resource (both human and financial) distribution between and within primary schools.

Activities

- Establish systems to support equitable human and financial resource distribution from central level (PO-RALG), including an online system for recruitment and allocation of new teachers and reallocation/transfer of existing teachers;
- Use EMIS data for making decisions about deployment;
- Ensure roles and responsibilities for deployment at PO-RALG are clearly defined and documented;
- Ensure ASC captures all the data required for the equitable deployment of teachers as envisaged by this strategy;
- Ensure teacher allocation/transfer timings and pupil enrolment align with timings for ASC data collection;
- Pilot automatic promotion to gain a better understanding of which conditions support learners to progress;
- Introduce interim national maximum class size of 60/80 and national PTR target of 35-60 to reduce the number of extremely large unmanageable classes;
- Establish (digital) systems to support equitable human and financial resource distribution at the LGA level;

- Establish the designation of class teachers at pre-primary, S1 and S2 level and use subject teachers at S3-7 to improve teacher utilization;
 - Develop systems to support equitable human and financial resource distribution at the school level; and
 - Support LGAs and schools to implement new directives and modalities for the equitable distribution of teachers.
- ii. Develop guidelines and a regulatory framework for teacher deployment to ensure effective and consistent implementation of the strategy

Activities

- Produce guidelines for all actors in the teacher deployment and management process (PO-RALG, LGAs, wards, schools); and
- Develop a regulatory framework for teacher deployment.

A workplan summarizing the above major activities, the timelines over which they should take place and anticipated outcomes are presented in Annex 1. This plan can be used as a tool for decision making, processes and resource allocation. The work plan can also be used as a basis for developing a detailed results framework for monitoring purposes, which includes targets, outputs, outcomes and indicators with which to measure progress.

RISKS AND ASSUMPTIONS

It is vital to explore the risks associated with stated activities to be undertaken while implementing the strategy. Similar to this is to understand the underlying assumptions which may undermine anticipated results. Risks occur at several levels: from within the Ministry itself (e.g. inadequate funding, inadequate staff and inadequate capacity); from within broader government (e.g. money laundering); economic and political risks (e.g. financial crises, change of regime); and risks external to the country (e.g. civil unrest in neighbouring countries).

The success of any strategy is influenced by these internal and external factors, many of which may be outside of the control of the managing entity. External factors are often at a higher level such as the political stability of the country, sector policies or changes in the policies of the country and other stakeholders. Internal factors are more often related to implementation modalities and personnel and resource availability, including financial supplies and delays in accessing funds to implement activities. Furthermore, some minor issues may become risks as implementation progresses and internal and external situations change.

As a result, risks need to be closely monitored over time so that any changes are identified, reported and acted upon, making necessary adjustments to the work plan where necessary.

5.1 Risks

Specific risks that may affect the outcomes of this strategy are presented in Annex 2, alongside proposed mitigation measures. Risk mitigations include monitoring, financial forecasts to overcome financial crises, and contingent adjustments to the work plan in the event of risk realization (taking into account appraisal team comments). Risks and mitigation measures should be updated on a regular basis throughout implementation.

5.2 Assumptions

The major assumptions being made by this strategy and its proposed activities are as follows:

- Funds made available – without funding, many of the activities will not be possible. Therefore, there is an assumption that the government (and other stakeholders) will be able to mobilize the necessary financial resources (see section 7 below).
- The Readiness of partners, collaborators and other stakeholders to participate – most activities rely on multiple actors engaging and actively participating at some stage of implementation.
- Continued government political will – this strategy aligns with current government policy and ideology and is currently endorsed and supported by leadership. Any changes to the political landscape could impact this state.
- Political and economic stability – the strategy assumes the country will remain relatively politically and economically stable throughout implementation.
- Implementing the actions in this strategy will lead to improved teaching and learning conditions – there is a belief inherent in this strategy that a majority of the activities undertaken will go some way to improving teaching and learning conditions in primary schools across Tanzania.

If this is found to not be the case, activities will need to be amended as early as possible to keep the programme on track and ensure overarching goals are still met, hence the need for rigorous programme monitoring (see section 8 below).

RESOURCE MOBILIZATION

Successful implementation of any strategy requires substantial resources to ensure that proposed objectives and outcomes can be achieved; resource mobilisation is critical for sustaining implementation. This is especially true of initiatives related to teaching, as within the education sector it is well documented that the cost of teachers is a significant majority of the overall budget.

Implementation requires financial, human and physical resources to be mobilized from a range of stakeholders, including the government, private sector, development partners, and other non-state actors. Other sources where possible could be sought from fundraising; outsourcing from other Ministry projects; and through the establishment of a teacher deployment endowment fund. In these efforts, the Ministry will need to establish networks, partnerships and collaborations and seek the necessary information, knowledge and technology to succeed. Resources for the operationalization of this strategy are ultimately the responsibility of the Ministry.

To achieve the outcomes and results of the strategy, the following will need to be done early on (as a priority) and ongoing alongside the technical programme activities:

- a) a detailed costing of the activities in the implementation plan of the strategy, including timelines and dependencies;
- b) resources mobilised from both internal and external sources, including through public-private partnerships; and
- c) a Pre primary and primary teacher deployment endowment fund established.

MONITORING AND EVALUATION

Monitoring and evaluation is an integral part of the lifecycle of any development strategy. The basic function of M&E is to provide actors and partners with data and information that will help in measuring progress; determine whether expected outcomes have been reached and provide feedback to respond to challenges. Monitoring is undertaken continuously while evaluation is periodic, typically on an annual basis.

The Ministry, through the evaluation process of the teacher deployment strategy, will critically re-examine the strategic objectives, outcomes, outputs and activities to ensure they remain relevant and are being delivered and meeting targets as anticipated. The process will help to compare the situation before and after strategy implementation, ascertain attainment of targets set and identify the reasons for the shortfall and key achievements to document lessons learned and best practices. Some indicators to measure progress and impacts will be selected at the objective, output and outcome levels as part of the results framework in the detailed implementation plan.

To implement effective, results-based monitoring and evaluation of the teacher deployment strategy, the Ministry will be required to continuously track and adapt as applicable the utilization of resources; adherence to implementation plans; the achievement of planned targets and problems encountered. Such a results-based M&E system will help to monitor progress and demonstrate the impact of a given activity or initiative and thus assist the Ministry to be responsive and focus on high-level outcomes and impacts. Specifically, the Ministry will:

- a) Collect data and information on the changes taking place during the implementation of the strategy;
- b) Develop and establish performance indicators to track changes and progress made following the implementation of the strategy;
- c) Develop and establish a monitoring and evaluation plan and implementation framework;
- d) Document and communicate good practices and lessons learned during the implementation of the strategy; and
- e) Review and adjust the strategy accordingly where and when necessary.

Annex 1: Work Plan

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Strategic Area 1: Distributing teachers equitably and fairly across the schools								
Maintain up to date BEMIS database in primary schools	Collect quarterly data for some teachers, pupils and classrooms in primary schools.	PO-RALG						Up to date database
	Analyse data to determine status of teachers' utilization in schools.	PO-RALG						Schools with excess/ shortage of teachers identified.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Enforce the implementation of guidelines for teacher deployment in pre-primary and primary schools	Develop M&E framework on the use and implementation of TD guidelines.	PO-RALG						M&E framework available and used.
	Build capacity to key actors on the use and implementation of TD guidelines.							
	Issue the TD guidelines to RS, LGAs.	MoEST						Guidelines available
	Monitor and evaluate the use and implementation of TD guidelines.	PO-RALG						M&E reports

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Enforce the use of teacher deployment tool in distributing teachers in schools	Develop a teacher deployment software.	PO-RALG						Software available
	Use a teachers' deployment tool to objectively distribute teachers.	PO-RALG						<ul style="list-style-type: none"> • Even distribution of teachers in schools • Standard PTR • Teachers' workload reduced
	Prepare and issue circulars on teacher deployment.	MoEST						Circular available
Strategic Area 2: Improving the teaching and learning environment in primary schools								

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Improve infrastructure and its efficient use in primary schools to facilitate teaching and learning	Construct feeder roads to schools	PO-RALG						More/better roads to schools, therefore improving access for pupils and teachers and reducing travel time.
	Rehabilitate regional/district teacher resource centres for teachers to access training and learn from each other.	PO-RALG						Improved regional/district centres for teachers to access training and learn from each other.
	Construct/rehabilitate teacher houses in rural areas with exact criteria for eligibility.	PO-RALG						More/better accommodation options available for teachers in rural areas.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Introduce double shifting where reasonable (and safe) for S1-S4 classrooms, and guide LGAs and schools on how and when to do this.	MOEST/ PO-RALG						More pupils able to attend school in less crowded conditions.
Improve teaching and learning facilities in primary schools	Install sports facilities, guiding the use of existing available space for sports where possible.	PO-RALG/ LGAs						Improved learning facilities

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Install ICT facilities in primary schools.	PO-RALG						More schools have ICT facilities and more pupils have access to ICT and are therefore able to develop and improve ICT skills.
	Establish satellite centres to facilitate e-learning.	MOEST/ PO-RALG						Facilities, where pupils can learn closer to their homes, with technology for e-learning, installed.
	Establish common rooms in primary schools (using existing space where possible).	MOEST / LGAs / schools						Improved teaching and learning environment.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Engage with potential local and international partners to collaborate on the provision and improvement of teaching and learning facilities in schools.	MOEST/ PO-RALG						Increased engagement of partners in contributing to improving the teaching and learning environment.
Provide and enhance support services for teachers, especially in rural areas	Recruit guidance and counselling personnel to support teachers.	MOEST / PO-RALG						Dedicated support personnel for teachers in place.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Provide transport services where possible in rural areas (e.g. buses, bikes).	MOEST / PO-RALG/ LGAs						More transport options available for teachers in rural areas / less travel time.
	Recruit TRC coordinators to support teachers.	MOEST /PO-RALG						Dedicated TRC coordinators in place – improved teachers' welfare.
	Supply health facilities where possible in rural areas.	MOEST/ PO-RALG						Better health outcomes for students and teachers.
	Introduce mentorship services for teachers in primary schools, including training for mentors.	MOEST / PO-RALG/ LGAs						Named and trained mentors in place in primary schools.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Promote and enhance active community engagement and participation in improving teaching and learning environments at primary schools	Sensitize and mobilize the community and community leaders through workshops, meetings; media channels and marketing materials.	MOEST / PO-RALG/ LGAs						Enhanced community engagement and participation in schools.
	Engage the community in improving school infrastructure.	MOEST / PO-RALG/ LGAs						Community support in improving school infrastructure.
	Engage the community in improving school facilities.	MOEST / PO-RALG/ LGAs						Community support in improving school facilities.
	Engage the community in providing support services.	MOEST / PO-RALG/ LGAs						Community support in providing support services.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Strategic Area 3: Providing opportunities for teacher professional development								
Establish tailor-made in-service and upgrading training programs	Conduct teacher professional development needs assessment.	MOEST / PO-RALG						Teachers professional development needs identified.
	Establish modalities and roles & responsibilities for teacher professional development.	MOEST / PO-RALG						Modalities for TPD established to ensure efficient implementation.
	Design and deliver short and long-term professional development courses for teachers.	MOEST / PO-RALG						Training delivered to improve teachers' capacity.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Provide scholarships to teachers for training.	MOEST / PO-RALG						Improved access to training and professional development for teachers with scholarships
	Conduct teachers exchange programmes between schools / districts / regions.	MOEST / PO-RALG						Teachers' capacity built through exchange programmes
	Conduct seminars and workshops in specific subject areas for teachers to attend.	MOEST / PO-RALG						Teachers' capacity built-in specific subject areas

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Improve availability of and access to teaching and learning resources	Develop lesson plans and scripts for the new curriculum.	MOEST						Enhanced delivery of the new curriculum.
	Develop and produce teaching and learning materials (TLMs – both electronic and in print), locally where possible.	MOEST / LGAs / schools						TLMs in place – improved learning environment.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Enhance the standards of performance appraisals and results-based practices (OPRAS) to improve the efficiency and effectiveness of primary education delivery	Review modalities for effective OPRAS, drawing on national and international best practice.	MOEST / LGAs						Improved delivery of OPRAS.
	Capacity building of educational managers, administrative personnel and teachers on OPRAS.	MOEST / LGAs						The Capacity of education managers, administrators and teachers built to deliver OPRAS.

Strategic Objectives	Activities	Responsible	Time Frame				Results / outcomes
			2019	2020	2021	2022	
Establish local and international collaborations in providing opportunities for teacher career development	Engage with potential national and international partners on teacher training and professional development.	MOEST					Increased engagement and support from partners on teacher professional development.
	Establish partnership and collaborations to foster career development opportunities for primary teachers.	MOEST					Increased engagement and support from partners on teachers' career development.
	Share and disseminate best practice in TPD.	MOEST					TPD information available to all – awareness raised
Strategic Area 4: Capacity Building of responsible personnel at all levels in the teacher deployment and management process							

Strategic Objectives	Activities	Responsible	Time Frame				Results / outcomes
			2019	2020	2021	2022	
Build the capacities of various actors on best and effective teacher deployment and management practices	Conduct needs assessment of relevant actors in the teacher deployment system.	MOEST / PO-RALG					Needs of relevant personnel (e.g. DEOs, WEOs, HTs) identified
	Design and develop tailor-made training programmes for relevant actors, including producing training materials.	MOEST / PO-RALG					Training programmes with associated materials produced for central, LGA and school level.
	Deliver training according to sub-sector needs.	MoEST / PO-RALG					Training delivered to relevant actors at central, LGA and school level.
	Build capacity of SQAD to provide support on teacher utilization.	MoEST / PO-RALG					SQAD able to better support schools with teacher utilization.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Collect, store and disseminate information and knowledge on the effective and equitable distribution and utilization of teachers in primary schools	Strengthen the dissemination of information on teacher utilization and workload to HTs and schools.						Awareness of teacher utilization raised at the school level.	
	Distribute the teacher deployment strategy, guidelines and other relevant documentation to LGAs and schools so they have the necessary information to implement effectively.						LGAs and schools equipped with the necessary knowledge to support equitable teacher deployment.	

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Share national and international best practice on effective teacher deployment management practices as applicable.						Teacher deployment information available to all – awareness raised	
Raise public awareness on the importance of equitable distribution and utilization of teachers in primary schools	Publicly announce the changes in teacher deployment via the media and official government communication channels.	MoEST					Awareness raised on the changes to teacher deployment associated with the new strategy.	
	Conduct dissemination meetings on TD.	MoEST					Awareness of the teacher deployment raised amongst general public.	

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Engage communities in the TD process.	MoEST / LGAs						Communities more engaged in the teacher deployment process.
	Communicate the process and changes through media, formal and informal meetings, newsletters etc.	MOEST						Awareness of the teacher deployment raised amongst general public.
Strategic Area 5: Strengthening institutional arrangements in the management of teacher deployment and utilization in primary schools								

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
Develop modalities to support equitable resource (both human and financial) distribution between and within primary schools.	Establish systems to support equitable human and financial resource distribution from central level (PO-RALG), including an online system for recruitment and allocation of new teachers, and reallocation/transfer of existing teachers.	MoEST / PO-RALG						An online mechanism for nationwide deployment through a dedicated software system is developed and operational.
	Use EMIS data for making decisions about deployment.	PO-RALG						Deployment decisions are evidence-based.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Ensure roles and responsibilities for deployment at PO-RALG are clearly defined and documented.	PO-RALG						Effective deployment of teachers from PO-RALG.
	Ensure ASC captures all the data required for the equitable deployment of teachers as envisaged by this strategy.	PO-RALG						Complete and accurate data with which to make decisions.
	Ensure teacher allocation/transfer timings and pupil enrolment align with timings for ASC data collection.	PO-RALG / LGAs						Improved performance on PTR.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Pilot automatic promotion to gain a better understanding of which conditions support learners to progress.	MOEST						Improved performance on student retention.
	Introduce interim national maximum class size of 60/80 and national PTR target of 35-60 to reduce the number of extremely large unmanageable classes.	MOEST						Improved performance on PTR.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Establish (digital) systems to support equitable human and financial resource distribution at LGA level.	PO-RALG / LGAs						Consistency and compliance with implementation of the system.
	Establish the designation of class teachers at pre-primary, S1 and S2 level and use subject teachers at S3-7.	MOEST						Improved teacher utilization.
	Develop systems to support equitable human and financial resource distribution the school level.	PO-RALG / LGAs / schools						Schools are equipped to manage their resources.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Support LGAs and schools to implement new directives and modalities for the equitable distribution of teachers.	PO-RALG						LGAs and schools better able to distribute teachers equitably.
Develop guidelines and a regulatory framework for teacher deployment to ensure effective and consistent implementation of the strategy	Produce guidelines for all actors in the teacher deployment and management process (PO-RALG, LGAs, wards, schools).	MOEST						All actors in the process understand their role and responsibilities

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Develop a regulatory framework for teacher deployment.	MOEST						The New system will be regulated based on pre-agreed criteria.
Strategic area 6: Cross-cutting activities: Resource Mobilization and M&E								
Resources for the implementation and execution of the teacher deployment strategy mobilized.	A detailed costing of the activities in the implementation plan of the strategy, including timelines and dependencies.	MOEST/ PO-RALG/LGAs						Budget for implementation established.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Mobilize resources from internal and external sources, including through public-private Partnerships.	MOEST/PO-RALG/LGAs						Resources for implementation mobilized.
	Establish primary school teacher deployment endowment fund.	MOEST/PO-RALG/LGAs						An endowment fund established – increased opportunities for teachers.
Performance monitoring, evaluation and learning.	Collect data and information on the changes taking place during the implementation and execution of the strategy.	MOEST/PO-RALG/LGAs						Challenges with implementation identified.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Develop and establish performance indicators to track changes and progress.	MOEST/ PO- RALG/LGAs						Indicators for tracking progress established.
	Develop and establish a monitoring and evaluation plan and implementation framework.	MOEST/ PO- RALG/LGAs						System for M&E established.
	Document and communicate good practices and lessons learned during the implementation of the strategy.	MOEST/ PO- RALG/LGAs						Evidence for effective implementation documented.

Strategic Objectives	Activities	Responsible	Time Frame					Results / outcomes
			2019	2020	2021	2022	2023	
	Review and adjust the strategy accordingly where and when necessary.	MOEST/ PO-RALG/LGAS						The strategy remains fit for purpose and responsive to the needs of the system.

Annex 2: Risk Analysis and Mitigation

SN	Risk Description	Mitigation Measures
Institutional, Political, Economic and Financial Risk		
1	Lack of and inadequate funding.	<ul style="list-style-type: none"> i. Attract funds from donors. ii. Partnering with other stakeholders.
2	Change of political regime.	Dialogue and consultation with members of parliaments, politicians and other decision-makers.
3	Economic recessions and financial crises.	Make provision for contingency in a budget.
4	Ineffective leaders.	Capacity building to leaders.
5	Fear of political retribution.	Use of opinion/political leaders.
6	Lack of incentives to attract private actors.	Provide incentives and put mechanisms to attract the private sector to participate.
7	Diverse interests and capacity of actors.	Early sensitization and consultations to all actors during programme inception.
8	Rent-seeking among leaders.	<ul style="list-style-type: none"> i. Ensure transparency and accountability. ii. Develop and strict follow budget guidelines.

SN	Risk Description	Mitigation Measures
Institutional, Political, Economic and Financial Risk		
9	The Reluctance of participation of some actors.	<ul style="list-style-type: none"> i. Early sensitization and consultations to all actors during programme inception. ii. Encourage individuals to volunteer. iii. Screen and select actors who are willing to cooperate. iv. Partner only with those already in the business. v. Conduct due diligence study before acceptance.
10	Lack of coherence and common vision the communities and other stakeholders.	Build leadership capacity.
11	Incompatibility with socio-cultural norms and practices.	Use of gradual and flexible approaches in developing community institutions
12	Unavailability of Information and knowledge.	<ul style="list-style-type: none"> i. Facilitate the acquisition of information and knowledge. ii. Use Professional and Research institutions.

SN	Risk Description	Mitigation Measures
Institutional, Political, Economic and Financial Risk		
13	Time lag among Actors.	Give sufficient time in partnership building and awareness creation.
14	Misconceptions on public-private partnership business models.	<ul style="list-style-type: none"> i. Raise awareness on the advantages of public-private partnership. ii. Dialogue and advocacy.
15	Lack of interest and inadequate number of collaborator.	<ul style="list-style-type: none"> i. Early sensitization and consultations to all actors during programme inception. ii. Encourage individuals to volunteer iii. Screen and select actors who are willing to cooperate. iv. Partner only with those already in the business. v. Conduct due diligence study before acceptance.
Technical Issues		

SN	Risk Description	Mitigation Measures
Institutional, Political, Economic and Financial Risk		
1	Accessibility to Modern technologies.	<ul style="list-style-type: none"> i. Acquire Modern technologies ii. Build capacity on the use of modern technologies.
2	Acceptability of Modern Technologies.	<ul style="list-style-type: none"> i. Promote and disseminate demand driven and proven best technologies.
3	The complexity of Modern Technologies.	Build capacity on the use of modern technologies.
4	The high cost of modern technologies.	Establish Public-Private Partnership to acquire some technologies.
Environmental, Natural Calamities		
1	Natural Calamities-earthquakes	Prepare Contingency and early warning plans.

SN	Risk Description	Mitigation Measures
Institutional, Political, Economic and Financial Risk		
2	Weather variability and unexpected weather-related disaster (drought/floods)	<ul style="list-style-type: none"> i. Include measures against the vulnerability of projects sites in project risk management plans. ii. Prepare contingency plan. iii. Develop early warning plans.
3	The occurrence of famine due to prolonged weather-related disasters.	<ul style="list-style-type: none"> i. Prepare contingency Plan. ii. Develop early warning plans.
4	An outbreak of Diseases and pest.	<ul style="list-style-type: none"> i. Prepare contingency Plan. ii. Develop early warning plans.