



THE UNITED REPUBLIC OF TANZANIA

NATIONAL AUDIT OFFICE



TANZANIA COMMISSION FOR UNIVERSITIES (TCU)

**REPORT OF THE CONTROLLER AND AUDITOR GENERAL ON THE
FINANCIAL AND COMPLIANCE AUDIT FOR THE FINANCIAL YEAR ENDED 30
JUNE 2025**

Controller and Auditor General
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March 2026

AR/PA/TCU/2024/25

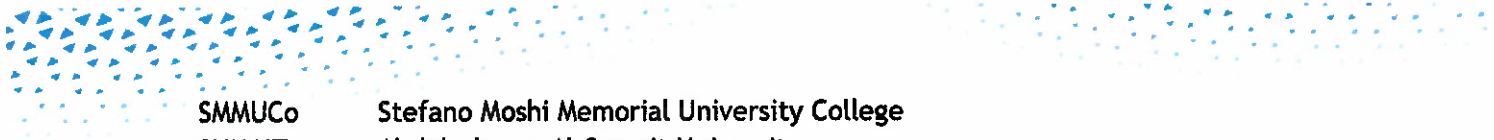


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ABBREVIATIONS

API	Application Programming Interface
BEST	Basic Education Statistics in Tanzania
CAG	Controller and Auditor General
DUCE	Dar es Salaam University College of Education
ECL	Expected Credit Loss
ESIA	Environmental Social Impact Assessment
FAAS	Foreign Awards Assessment System
FY	Financial Year
GACS	Government Accounting Consolidation System
GAMIS	Government Asset Management Information System
	Government Auditing Recommendations Implementation Information Tracking System
GARI-ITS	
GePG	Government electronic Payment Gateway
GPSA	Government Procurement and Supplies Agency
HCMIS	Human Capital Management Information System
HEET	Higher Education for Economic Transformation
HEIs	Higher Education Institutions
HESLB	Higher Education Students' Loans Board
HIV/ AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICT	Information and Communication Technology
IPSAS	International Public Sector Accounting Standards
IUCEA	Inter-University Council for East Africa
JKT	Jeshi la Kujenga Taifa
KCMUCo	Kilimanjaro Christian Medical University College
KIUT	Kampala International University in Tanzania
MoCU	Moshi Cooperative University
MoEST	Ministry of Education, Science and Technology
MU-DCC	Mzumbe University - Dar es Salaam Campus College
MWECAU	Mwenge Catholic University
MzU	Mzumbe University
NACTVET	National Council for Technical and Vocational Education and Training
NBAA	National Board of Accountants and Auditors
NECTA	National Examinations Council of Tanzania
NM-AIST	Nelson Mandela African Institution of Science and Technology
NOC	No Objection Certificate
OSRAs	Overseas Students Recruitment Agencies
OTR-MIS	Office of the Treasury Registrar Management Information System
OUT	Open University Tanzania
PE	Personnel Emoluments
PhD	Doctor of Philosophy
PLANREP	Planning and Reporting
PMS	Programme Management System
PSSSF	Public Service Social Security Fund
REL	Remaining Economic Life
RSP	Rolling Strategic Plan
RUCU	Ruaha Catholic University
SAUT	St. Augustine University of Tanzania



SMMUCo	Stefano Moshi Memorial University College
SUMAIT	Abdulrahman Al-Sumait University
SUZA	State University of Zanzibar
TCU	Tanzania Commission for Universities
THTU	Tanzania Higher Learning Institutions Trade Union
ToR	Terms of Reference
TRA	Tanzania Revenue Authority
TUMA	Tumaini University Makumira
TVET	Technical and Vocational Education and Training
TZS	Tanzanian Shillings
UAUT	United African University of Tanzania
UIMS	Universities Information Management System
UOA	University of Arusha
ZHELB	Zanzibar Higher Education Loans Board
ZU	Zanzibar University

**Principal Place
of Business:**

Tanzania Commission for Universities (TCU),
SUMA JKT Building,
Fourth Floor,
P. O. Box 2600,
1 JKT Street,
41104 Tambukareli,
DODOMA.

Bankers:

Bank of Tanzania
2 Mirambo Street,
P. O. Box 2939,
11884 DAR ES SALAAM.

CRDB Bank PLC,
Azikiwe Branch,
P. O. Box 268,
DAR ES SALAAM.

NBC Bank,
Cooperate Branch,
P.O. Box 1863,
DAR ES SALAAM.

**Secretary to
the Commission:**

Executive Secretary
Tanzania Commission for Universities (TCU),
SUMA JKT Building,
Fourth Floor,
P. O. Box 2600,
1 JKT Street,
41104 Tambukareli,
DODOMA.

Auditors:

Controller and Auditor General
National Audit Office of Tanzania
Ukaguzi House,
Mahakama Road,
411014 Tambukareli,
P.O. Box 950,
DODOMA.

1.0 INDEPENDENT REPORT OF THE CONTROLLER AND AUDITOR GENERAL

Chairperson of the Commission,
Tanzania Commission for Universities,
P. O. Box 2600,
41104 Tambukareli
DODOMA.

1.1 REPORT ON THE AUDIT OF FINANCIAL STATEMENTS

Unqualified Opinion

I have audited the financial statements of Tanzania Commission for Universities, which comprise the statement of financial position as at 30 June 2025, the statement of financial performance, statement of changes in net assets, cash flow statement and the statement of comparison of budget and actual amounts for the year then ended, as well as the notes to the financial statements, including a summary of significant accounting policies.

In my opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Tanzania Commission for Universities as at 30 June 2025, and its financial performance and its cash flows for the year then ended, in accordance with International Public Sector Accounting Standards (IPSAS) Accrual basis of accounting, as issued by the International Public Sector Accounting Standards Board (IPSASB) and in the manner required by the Public Finance Act, Cap. 348.

Basis for Opinion

I conducted my audit in accordance with the International Standards of Supreme Audit Institutions (ISSAIs). My responsibilities under those standards are further described in the section below entitled "Responsibilities of the Controller and Auditor General for the Audit of the Financial Statements". I am independent of Tanzania Commission for Universities in accordance with the International Ethics Standards Board for Accountants' Code of Ethics for Professional Accountants (IESBA Code) together with the National Board of Accountants and Auditors (NBAA) Code of Ethics, and I have fulfilled my other ethical responsibilities in accordance with these requirements.

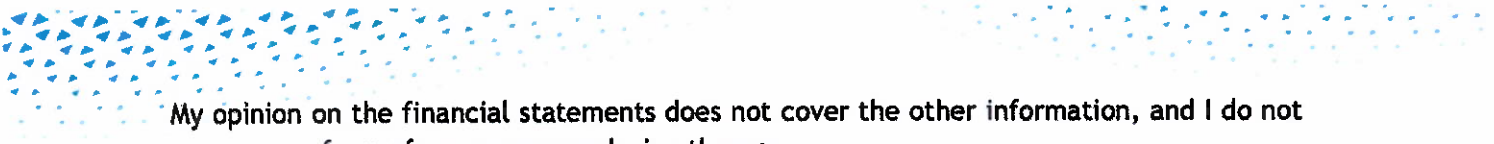
I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Key Audit Matters

Key audit matters are those matters that, in my professional judgment, were of most significance in my audit of the financial statements of the current period. I have determined that there are no key audit matters to communicate in my report.

Other Information

Management is responsible for the other information. The other information comprises the Report by those charged with governance, statement of management responsibility, Declaration by the Head of Finance but does not include the financial statements and my audit report thereon which I obtained prior to the date of this auditor's report.



My opinion on the financial statements does not cover the other information, and I do not express any form of assurance conclusion thereon.

In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated.

If, based on the work I have performed on the other information that I obtained prior to the date of this audit report, I conclude that there is a material misstatement of this other information, I am required to report that fact. I have nothing to report in this regard.

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with IPSAS, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the entity's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the entity or to cease operations or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the entity's financial reporting process.

Responsibilities of the Controller and Auditor General for the Audit of the Financial Statements

My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error and to issue an audit report that includes my opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISSAIs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with ISSAIs, I exercise professional judgment and maintain professional skepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control;

- 
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control;
 - Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management;
 - Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the entity's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my audit report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my audit report. However, future events or conditions may cause the entity to cease to continue as a going concern; and
 - Evaluate the overall presentation, structure, and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

I also provide those charged with governance with a statement that I have complied with relevant ethical requirements regarding independence and to communicate with them all relationships and other matters that may reasonably be thought to bear on my independence, and where applicable, related safeguards.

From the matters communicated with those charged with governance, I determine those matters that were of most significance in the audit of the financial statements of the current period and are, therefore, the key audit matters. I describe these matters in my audit report unless law or regulation precludes public disclosure about the matter or when, in extremely rare circumstances, I determine that a matter should not be communicated in my report because the adverse consequences of doing so would reasonably be expected to outweigh the public interest of such communication.

In addition, Section 10 (2) of the Public Audit Act, Cap. 418 requires me to satisfy myself that the accounts have been prepared in accordance with the appropriate accounting standards.

1.2 REPORT ON COMPLIANCE WITH LEGISLATIONS

1.2.1 Compliance with the Public Procurement laws

Subject matter: Compliance audit on procurement of works, goods, and services

I conducted a compliance audit of the procurement of works, goods and services at Tanzania Commission for Universities for the year ended 30 June 2025 as per the Public Procurement Act, 2023 the Public Procurement Regulations, 2024, and related directives. I examined each phase of the procurement life cycle, including advertising of tenders, evaluation of bids, award of contracts and contract management, to confirm that the entity issued competitive solicitations, applied approved evaluation criteria, secured authorizations before award and maintained complete transaction records.

Conclusion

Based on the audit procedures performed, I conclude that Tanzania Commission for Universities complies, in all material respects, with the requirements of the Public Procurement laws in Tanzania.

1.2.2 Compliance with the Budget Act and other Budget Guidelines

Subject matter: Budget formulation and execution

I conducted a compliance audit of budget formulation and execution at Tanzania Commission for Universities for the year ended 30 June 2025 as per the Budget Act, Cap. 439, and the Budget Guidelines issued by the Ministry of Finance. I reviewed budget submissions, approval memoranda, commitment registers, ledger entries and variance analyses to confirm that the entity prepared estimates in the prescribed format, obtained timely authorizations before incurring obligations, recorded transactions accurately and reported variances as required.

Conclusion

Based on the audit procedures performed, I conclude that Tanzania Commission for Universities complies, in all material respects, with the requirements of the Budget Act and related Budget Guidelines.



Charles E. Kichere
Controller and Auditor General,
Dodoma, United Republic of Tanzania.
March 2026



3.0 STATEMENT OF RESPONSIBILITY BY THOSE CHARGED WITH GOVERNANCE

The TCU Establishment Order requires the Commissioners to prepare financial statements for each financial year that give a true and fair view of the state of affairs of the Commission as at the end of the financial year and of its the statement of financial performance for that year. It also requires the Commissioners to ensure that the Commission maintains proper accounting records that disclose, with reasonable accuracy, the financial position of the Commission. The Commissioners are also responsible for safeguarding the assets of the Commission and hence for taking reasonable steps for the prevention and detection of fraud, error and other irregularities.

The Commissioners accept responsibility for the preparation and presentation of financial statements that are free from material misstatement whether due to fraud or error. Nothing has come to the attention of the Commissioners to indicate that the Commission will not remain a going concern for the foreseeable future.

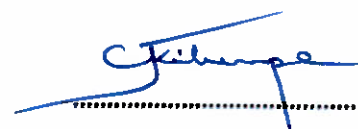
Therefore, the Commissioners are of the opinion that the financial statements for the financial year give a true and fair view of the state of affairs of the Commission as at the end of the financial year and of its statement of financial performance ended 30 June 2025.

SIGNATURE

NAME Prof. Makenya Maboko

POSITION Chairperson

DATE 18-03-2026



Prof. Charles Kihampa

Executive Secretary

4.0 DECLARATION OF THE DIRECTOR OF CORPORATE SERVICES (FINANCE AND ADMINISTRATION)

The National Board of Accountants and Auditors (NBAA) according to the power conferred under the Auditors and Accountants (Registration) Act, 1972 (as amended by the Auditors and Accountants (Registration) (Amendment) Act No. 2 of 1995 CAP 286 (R.E 2002), requires financial statements to be accompanied with a declaration issued by the Head of Finance/Accounting responsible for the preparation of financial statements of the entity concerned.

It is the duty of a Professional Accountant to assist the Governing Body/Management to discharge the responsibility of preparing financial statements of an entity showing true and fair view of the entity position and performance in accordance with applicable International Accounting Standards and statutory financial reporting requirements. Full legal responsibility for the preparation of financial statements rests with the Board of Directors / Governing Body as under the Directors Responsibility statement on an earlier page.

I **Buyamba Kassaja** being the Director of Corporate Services (Finance and Administration) of the Tanzania Commission for Universities (TCU) hereby, acknowledge my responsibility of ensuring that financial statements for the year ended 30 June 2025 have been prepared in compliance with applicable accounting standards and statutory requirements.

I thus confirm that the financial statements give a true and fair view position of Tanzania Commission for Universities (TCU) as on that date and that they have been prepared based on properly maintained financial records.

Signed by: 

Name: **Buyamba Kassaja**

Position: **Director of Corporate Services**

NBAA Membership No: **ACPA 5355**

Date: 18/03/2026

TANZANIA COMMISSION FOR UNIVERSITIES

5.0 FINANCIAL STATEMENTS

STATEMENT OF FINANCIAL POSITION AS AT 30 JUNE 2025

ASSETS	Note	2025 TZS	2024 TZS
Current Asset			
Cash and Cash Equivalents	18	6,368,656,664	5,550,499,072
Receivables	19	348,423,994	485,382,256
Prepayments	20	1,844,915	26,618,795
Inventories	21	11,434,992	14,439,754
Total Current Asset		6,730,360,565	6,076,939,877
Non-Current Asset			
Property, Plant and Equipment	7(a)	1,431,787,850	1,555,251,329
Intangible Assets	7(c)	144,124,748	160,138,609
Work In Progress	8	2,411,851,295	140,362,500
Total Non-Current Asset		3,987,763,893	1,855,752,438
TOTAL ASSETS		10,718,124,458	7,932,692,315
LIABILITIES			
Current Liabilities			
Deferred Income	22	3,071,383,630	3,091,269,923
Deposits	23	162,717,772	0
Payables and Accruals	24	115,707,824	60,822,993
Provisions	25	94,000,000	89,000,000
Total Current Liabilities		3,443,809,226	3,241,092,916
Non-Current Liabilities			
Deferred Capital Grants	26	2,617,635,735	379,455,775
Total Non-Current Liabilities		2,617,635,735	379,455,775
Total Liabilities		6,061,444,961	3,620,548,691
Net Assets		4,656,679,497	4,312,143,624
NET ASSETS			
Capital Contributed by:			
Taxpayers' Fund		785,700,000	785,700,000
Accumulated Surplus		3,870,979,497	3,526,443,624
TOTAL NET ASSETS		4,656,679,497	4,312,143,624

These financial Statements were approved and authorized for issue by the Commission during its Ordinary meeting held on and signed on its behalf by:

SIGNATURE

NAME

Prof. Makenya Maboko

Prof. James Mdoe

Prof. Charles Kihampa

POSITION

Chairperson

Audit Committee Chairperson

Executive Secretary

DATE

18-03-2026

TANZANIA COMMISSION FOR UNIVERSITIES

STATEMENT OF FINANCIAL PERFORMANCE FOR THE PERIOD ENDED 30 JUNE 2025

	Note	2025 TZS	2024 TZS
REVENUE			
Revenue Grants	9	4,559,236,522	4,236,752,218
Revenue from Exchange Transactions	10	6,609,510,197	6,096,776,352
Reversal on Expected Credit Loss	41 (iv)	492,955,942	519,031,510
Total Revenue		11,661,702,661	10,852,560,080
TOTAL REVENUE		11,661,702,661	10,852,560,080
EXPENSES AND TRANSFERS			
Depreciation and Amortization of Property, Plant and Equipment and Intangible Assets	11	165,666,555	152,368,324
Expected Credit Loss	12	9,991,827	0
Maintenance Expenses	13	115,480,726	72,704,821
Other Expenses	14	1,044,936,874	1,757,105,089
Use of Goods and Service	15	4,018,123,337	3,744,182,267
Wages, Salaries and Employee Benefits	16	5,912,967,469	5,238,350,804
Total Expenses		11,267,166,788	10,964,711,305
Transfer			
Other Transfers	17	50,000,000	50,000,000
Total Transfer		50,000,000	50,000,000
TOTAL EXPENSES AND TRANSFERS		11,317,166,788	11,014,711,305
Surplus / (Deficit) for the period		344,535,873	(162,151,225)

These financial Statements were approved and authorized for issue by the Commission during its Ordinary meeting held on and signed on its behalf by:

SIGNATURE

.....

.....

.....

NAME

Prof. Makenya Maboko

Prof. James Mdoe

Prof. Charles Kihampa

POSITION

Chairperson

Audit Committee Chairperson

Executive Secretary

DATE

18-03-2026

TANZANIA COMMISSION FOR UNIVERSITIES

STATEMENT OF CHANGES IN NET ASSETS FOR THE YEAR ENDED 30 JUNE 2025

	Tax Payer's Fund TZS	Accumulated Surplus/(Deficit) TZS	Total TZS
Opening Balance as at 01 Jul 2024	785,700,000	3,526,443,624	4,312,143,624
Addition Capital Injected	0	0	0
Other Reserve	0	0	0
Other Appropriations	0	0	0
Surplus/ Deficit for the Year	0	344,535,873	344,535,873
Closing Balance as at 30 Jun 2025	785,700,000	3,870,979,497	4,656,679,497
Opening Balance as at 01 Jul 2023	785,700,000	0	785,700,000
Addition Capital Injected	0	0	0
Other Reserve	0	0	0
Other Appropriations	0	3,688,594,849	3,688,594,849
Surplus/ Deficit for the Year	0	(162,151,225)	(162,151,225)
Closing Balance as at 30 Jun 2024	785,700,000	3,526,443,624	4,312,143,624

These financial Statements were approved and authorized for issue by the Commission during its Ordinary meeting held on and signed on its behalf by:

SIGNATURE 

NAME Prof. Makenya Maboko

POSITION Chairperson

DATE 18-03-2026



Prof. James Mdoe

Audit Committee Chairperson



Prof. Charles Kihampa

Executive Secretary

TANZANIA COMMISSION FOR UNIVERSITIES

CASH FLOW STATEMENT FOR THE YEAR ENDED 30 JUNE 2025

CASH FLOW FROM OPERATING ACTIVITIES		TZS 2025	TZS 2024
RECEIPTS			
Subvention from other Government entities			-
Revenue Grants	29	6,933,962,914	5,091,773,409
Revenue from Exchange Transactions	30	7,537,607,423	6,861,546,505
Total Receipts		14,471,570,337	11,953,319,914
PAYMENTS			
Wages, Salaries and Employee Benefits	31	(5,868,527,469)	(5,238,350,804)
Use of Goods and Service	32	(3,974,245,136)	(3,642,717,243)
Other Transfers	17	(50,000,000)	(50,000,000)
Other Expenses	33(A)	(1,033,647,547)	(1,852,348,855)
Maintenance Expenses	34	(115,480,726)	(77,539,821)
Total Payments		(11,041,900,878)	(10,860,956,723)
NET CASH FLOW FROM OPERATING ACTIVITIES	(A)	3,429,669,459	1,092,363,191
CASH FLOW FROM INVESTING ACTIVITIES			
Investing Activities			
Acquisition of Property, Plant and Equipment	33(B)	(26,189,215)	(77,189,300)
Cash paid for acquisition of intangibles	7(c)	0	(88,000,000)
WIP	8	(2,271,488,795)	(140,362,500)
Total Investing Activities		(2,297,678,010)	(305,551,800)
NET CASH FLOW FROM INVESTING ACTIVITIES	(B)	(2,297,678,010)	(305,551,800)
CASH FLOW FROM FINANCING ACTIVITIES			
Financing Activities			
Total Financing Activities		-	-
NET CASH FLOW FROM FINANCING ACTIVITIES		-	-
Net foreign exchange difference	(C)	(303,862,030)	316,056,071
Net change in cash and cash equivalent	(A+B+C)	828,129,419	1,102,867,462
Cash and cash equivalent at beginning of period		5,553,830,466	4,450,963,004
Cash and cash equivalent at end of period	18	6,381,959,885	5,553,830,466

These financial Statements were approved and authorized for issue by the Commission during its Ordinary meeting held on and signed on its behalf by:

SIGNATURE

NAME Prof. Makenya Maboko

Prof. James Mdoe

Prof. Charles Kihampa

POSITION Chairperson

Audit Committee Chairperson

Executive Secretary

DATE

18-03-2026

TANZANIA COMMISSION FOR UNIVERSITIES

STATEMENT OF COMPARISON OF BUDGET AND ACTUAL FOR THE PERIOD ENDED 30 JUNE 2025

	Original Budget	Reallocations/ Adjustments	Final Budget (A)	Actual Amount on Comparison Basis (B)	Difference Final Budget & Actual (B-A)
	TZS	TZS	TZS	TZS	TZS
RECEIPTS					
Revenue from Exchange Transactions	7,503,264,900	1,096,080,820	8,599,345,720	7,537,607,423	1,061,738,297
Revenue Grants	50,000,000	-	50,000,000	0	50,000,000
Subvention from other Government entities	7,014,171,056	325,700,000	7,339,871,056	6,933,962,914	405,908,142
Total Receipts	14,567,435,956	1,421,780,820	15,989,216,776	14,471,570,337	1,517,646,439
PAYMENTS					
Maintenance Expenses	143,016,100	-	143,016,100	115,480,726	27,535,374
Other Transfers	50,000,000	-	50,000,000	50,000,000	0
Other Expenses	1,173,881,966	596,080,820	1,819,962,786	1,033,647,547	736,315,239
Use of Goods and Service	5,162,025,292	237,500,000	5,399,525,292	3,974,245,136	1,425,280,156
Wages, Salaries and Employee Benefits	6,153,012,598	88,200,000	6,241,212,598	5,868,527,469	372,685,129
Acquisition of Property, Plant and Equipment	1,885,500,000	500,000,000	2,385,500,000	2,297,678,010	87,821,990
Total Payment	14,567,435,956	1,421,780,820	15,989,216,776	13,339,578,888	2,649,637,888
Net Receipts/Payments	0	0	0	1,131,991,449	(1,131,991,449)

NOTE 43: Statement of Comparison of Budget and Actual for the Period Ended 30 June 2025

SIGNATURE
NAME Prof. Makenya Maboko
POSITION Chairperson
DATE 18-03-2026

SIGNATURE
NAME Prof. James Mdoe
POSITION Audit Committee Chairperson

SIGNATURE
NAME Prof. Charles Kihampa
POSITION Executive Secretary