Republic of Zimbabwe

EDUCATION SECTOR ANALYSIS

unicef

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AIDS	Acquired Immunodeficiency Syndrome
A Level	Advanced Level
BEAM	Basic Education Assistance Module
BSPZ	Better Schools Programme for Zimbabwe
CA	Continuous Assessment
CALA	Continuous Learning Area Activities
CAMFED	Campaign for Female Education
CBC	Competence-Based Curriculum
CDC	Community Development Committees
CDTS	Curriculum Development and Technical Services
CERID	Centre for Education Research, Innovation and Development
CESA	Continental Education Strategy for Africa
COMESA	Common Market for Eastern and Southern Africa
CPD	Continuous Professional Development
CPU	Civil Protection Unit
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
CSS	Comprehensive School Safety
CSSF	Comprehensive School Safety Framework
CSTL	Care and Support for Teaching and Learning
CWD	Children with Disabilities
DC	District of Columbia
DEO	District Education Office
DET	Detailed Establishment Table
DFID	Department for International Development
DIPA	Department Integrated Performance Agreement
DLLC	District Lifelong Learning Coordinator
DOP	District Operational Plan
DREAM	Determined, Resilient, Empowered AIDS Mentored and Safe
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSI	District Schools Inspector
ECD A	Early Childhood Development A
ECD B	Early Childhood Development B
ECG	Education Coordinating Group
ECOZI	Education Coalition of Zimbabwe
EDF	Education Development Fund
EiE	Education in Emergencies
EMAP	Electronic Ministry Application Platform
EMIS	Education Management Information System
ERI	Early Reading Initiative
ESA	Education Sector Analysis

ESD	Education for Sustainable Development
ESPR	Education Sector Performance Review
ESSP	Education Sector Strategic Plan
EWS	Early Warning System
F	Form
FAWEZI	Forum for African Women Educationalists – Zimbabwe Chapter
FCDO	Foreign and Commonwealth and Development Office
GADRRRES	Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector
G&C	Guidance and Counselling
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEC-T	Girls Education Challenge Transition
GER	Gross Enrolment Rate
GNI	Gross National Income
GoZ	Government of Zimbabwe
GPE	Global Partnership of Education
GPI	Gender Parity Index
GPS	Global Positioning System
GRESP	Gender Responsive Education Sector Planning
GTC	Gifted, Talented and Creative
HDI	Human Development Index
HGSFP	Home Grown School Feeding Programme
HIV	Human Immunodeficiency Virus
HoD	Head of Department
HRP	Humanitarian Response Plan
IIEP	International Institute for Educational Planning
ICDS	Inter-Censal Demographic Survey
ICT	Information and Communication Technologies
IEC	Information, Education and Communication
IRBM	Integrated Results-Based Management
IIEP	International Institute for Educational Planning
JMV	Joint Monitoring Visits
JSR	Joint Sector Review
LCR	Learner to Classroom Ratio
LFS	Learner-Friendly Schools
LTR	Learner to Teacher Ratio
M&E	Monitoring and Evaluation
MHM	Menstrual Hygiene Management
MICS	Multiple Indicator Cluster Survey
MIPA	Ministry Integrated Performance Agreement
MoFED	Ministry of Finance and Economic Development
MoHCC	Ministry of Health and Child Care
MoHTEISTD	Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development
MoPSE	Ministry of Primary and Secondary Education
MoPSLSW	Ministry of Public Service, Labour and Social Welfare

MoLSS	Ministry of Labour and Social Services
NAC	National AIDS Council
NAPH	National Association of Primary Heads
NASH	National Association of Secondary Heads
NDS	National Development Strategy
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
NOP	National Operation Plan
OCHA	Office for the Coordination of Humanitarian Affairs
ODL	Open and Distance Learning
O Level	Ordinary Level
OOSC	Out-Of-School Children
OVC Children	Orphans and Vulnerable
P	Primary
PCR	Pupil to Classroom Ratio
PEO	Provincial Education Office
PLAP	Performance Lag Address Programme
POP	Provincial Operational Plan
PSNE	Primary, Secondary and Non-formal Education
PSSS	Psychosocial Support Services
PSC	Public Service Commission
PTCE	Part Time and Continuing Education
PTR	Pupil to Teacher Ratio
PWD	Person with Disability
RBS	Results-Based Management
RBZ	Reserve Bank of Zimbabwe
RISDP	Regional Indicative Strategic Development Plan
RRC	Relative Representativity Coefficient
RTGS	Real-Time Gross Settlement
S	Secondary
SA	Summative Assessment
SABER	Systems Approach for Better Education Results
SACMEQ	Southern and Eastern Africa Consortium for Monitoring Education Quality
SADC	Southern African Development Community
SAGE	Supporting Adolescent Girls Education
SRGBV	School-Related Gender-Based Violence
SDA	School Development Association
SDC	School Development Committee
SDG	Sustainable Development Goal
SDP	School Development Plan
SeGMA	Secondary Grade Mathematics Assessment
SeGRA	Secondary Grade Reading Assessment
SFP	School Feeding Programme
SHP	School Health Policy
SIG	School Improvement Grant
SMS	Short Message Service

SRGBV	School-Related Gender-Based Violence
SRHR	Sexual and Reproductive Health and Rights
SSB	Salary Services Bureau
STEM	Science, Technology, Engineering, and Mathematics
STEAM	Science, Technology, Engineering, Arts and Mathematics
TDIS	Teacher Development Information System
TEACH	Teacher Effectiveness and Equitable Access for All Children
TLM	Teaching and Learning Materials
ToR	Terms of Reference
TPD	Teacher Professional Development
TPS	Teacher Professional Standards
TSP	Transitional Stabilisation Programme
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNGEI	United Nations Girls Education Initiative
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
USD	United States Dollar
VAC	Violence Against Children
WASH	Water, Sanitation and Hygiene
WinS	WASH in Schools
WISS	Worldwide Initiative for Safe Schools
WSA	Whole School Approach
WVZ	World Vision Zimbabwe
ZABEC	Zimbabwe Adult Basic Education Course
ZCTU	Zimbabwe Congress of Trade Unions
ZELA	Zimbabwe Early Learning Assessment
ZGSE	Zimbabwe Girls Secondary Education
ZIMASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMDEF	Zimbabwe Manpower Development Fund
ZIMRA	Zimbabwe Revenue Authority
ZIMREF	Zimbabwe Reconstruction Fund
ZimSEC	Zimbabwe School Examinations Council
ZIMSTAT	Zimbabwe National Statistics Agency
ZimVAC	Zimbabwe Vulnerability Assessment Committee
ZNQF	Zimbabwe National Qualification Framework
ZWL	Zimbabwean Dollar

Preface

The Zimbabwe Education Sector prepares the learners to become socially and economically empowered citizens through provision of access to equitable, inclusive and quality education fostered by programmatic approaches by Ministry of Primary and Secondary Education in collaboration with its development partners. The Education Sector Analysis 2020 forms an important step in the policy formulation and decision making on preparation of the strategies, programmes and resources to intervene on identified gaps and challenges and to strengthen the achievement of the Ministry' targeted results.

Zimbabwe prides access to a high and quality education for all leaners as a basic right that lays the foundation for the cultural, social, economic and democratic growth of our nation.

The Education Sector Analysis 2020 was developed through a series of national consultation activities with varied stakeholders. The stakeholders pointed out what the Ministry of Primary and Secondary Education should include in schools and should pay particular and adequate attention to schools communities and individuals with significant vulnerabilities. Ministry of Primary and Secondary Education Stakeholders called for the provision of desired relevant learning materials and better facilities infrastructure manned by trained qualified and professional teaching personnel for realization and achievement of quality learning outcomes. The Analysis, therefore, identifies the strengths and weaknesses of our education system to prepare the ground for intervention to facilitate a balanced development of our education system.

Taking cognisance of submissions by stakeholders, MoPSE developed and produced a comprehensive summary of changes and challenges in the Education sector during the period under review. Therefore, the development of ESA 2020 will enable and make certain that the needs and aspirations of Zimbabwe education system will be addressed effectively and efficiently through development and implementation of the Education Sector Strategic Plan (ESSP) 2021-2025.

The Education Sector Analysis 2020 provides a reliable source of data and analysis at the national level and is particularly important in providing a detailed analysis of the Provinces and Districts situations and in identifying the differences between them. It also provides indicative areas for prioritization to be addressed through appropriate policy and programmatic interventions for the next five years (2021-2025).

I look forward to leading the development and implementation of the Education Sector Strategic Plan (ESSP) 2021-2025 by considering the recommendations made in ESA 2020.

T. Thabela (Mrs)
Secretary for Primary and Secondary Education.

Executive summary

The Executive Summary comprises the main aspects of respective chapters of the Education Sector Analysis. It specifically includes an overview of the key points of each chapter and recommendations, where they have been included. They are referred to below in the sub-sections respectively, regarding major findings of the analysis and major recommendations.

Chapter 1: Introduction

This 2020 Education Sector Analysis was prepared under the leadership of the Ministry of Primary and Secondary Education. Its Core Technical Team provided contributions and reviewed successive drafts, as did other staff within the Ministry. The Education Sector Analysis is owned by the Ministry on behalf of the Government of Zimbabwe, supported by education sector partners.

The scope of the Education Sector Analysis covers the education sector, which is subject to the purview of the Ministry of Primary and Secondary Education and includes specific areas identified through policy direction from The Honourable Minister and related implementation prioritisation by the Permanent Secretary and recent interventions by the Ministry. Limitations of the Education Sector Analysis are primarily due to constraints resulting from Covid-19 and the timing of the development of the National Development Strategy, the successor to the Transitional Stabilisation Plan which is expected to provide the government-wide trajectory from 2020 going forward. These factors may have impacted in some cases on the extent of analysis in certain areas.

Chapter 2: Country Context

Main Findings of the Analysis

Inflation has risen sharply in the last few months. The current financial situation of teachers related to the devaluation of the currency has become increasingly difficult though masked at present by the closure of schools due to the pandemic**.** The Education Budget was reduced in USD terms between 2019 and 2020, from USD 1.132 billion to USD 532.2 million. Budget costs for salaries dropped from over 90 percent of the education budget in 2019 to less than half that in 2020. The school-aged population is projected to increase from over 5.5 million in 2019 to over seven million in 2025. Multiple humanitarian challenges to the education system including inclement weather and climate change continue to pose shocks and threats.

The persistent fragile macro-economy remains the major challenges to education, with increasing chances of inequities and reduced access impacting on learning outcomes. Parents, to a large extent, provide funding for education. If the burden on family finances is too high as a result of the poor macroeconomic conditions, problems of education access and equity will be further exacerbated. Learners find it difficult to stay in school when there are opportunities to engage in other activities that generate income, so as to address the iniquities of poverty.

The issue of teacher remuneration has remained persistently a threat to education service delivery, primarily because inflation has continued to erode their earnings to the point of rendering teacher incapacitation. This is compounded by school closures due to Covid-19 reducing teachers' active association with their schools. There will be need to overcome the inertia associated with school closures and revitalise the momentum that existed beforehand.

Covid-19 has presented an unprecedented challenge to the system, exposing the lack of forward planning for disasters, especially health related. There is an imminent likelihood of an increased number of school dropouts in 2020 and beyond, due to indefinite school closures. Dropouts may result from early marriages and child pregnancies, which will more adversely affect girls than boys. The majority of parents are in the informal sector and their business chain has been severely disrupted by Covid-19. They will find it difficult to pay the fees and levies demanded by schools, which will affect their ability to operate effectively once schools are able to reopen.

Chapter 3: Education Sector Performance and Governance

Major Findings of the Analysis

Organisationally, the Ministry of Primary and Secondary Education has a common functional hierarchical structure. However, this may marginalise cross-cutting education issues. Staff turnover, retirements and unfilled vacancies in the Ministry at all levels may negatively impact upon sector performance. The Ministry actively participates in key governance bodies and is supported by sector partnerships.

Progress in achieving sector objectives has been mixed over the last five years, due to financial and capacity constraints.

There is a plethora of organisations involved in monitoring aspects of the education sector, including the Ministry of Primary and Secondary Education at respective levels. This may be confused with inspection and supervision of schools, which often lacks an evaluation component. There is lack of an overall sector-wide approach to planning, from schools and sub-national administrative structures to the systemic level, although the Ministry has an increasingly sophisticated electronic data management system including EMIS.

Regarding engagement with clients and other stakeholders, the Ministry has a Service Charter and a comprehensive Communication Strategy. However, evidence of their impacts is unknown.

Major Recommendations

In order to improve organisational effectiveness, it is recommended that an action plan for implementation of the organisational development plan prepared by Ernst and Young for the Ministry is developed and implemented, ensuring cross-cutting issues have sufficient prominence and the monitoring of impact. Also, preparation and implementation of a staff training plan for the Ministry's Head Office, Provincial Education Offices s and District Education Offices is required.

Furthermore, a sustainable approach to the capacitation of the annually appointed School Development Committees is needed so that they can participate more meaningfully in the development of schools. Periodic updating and validation of the quality of approval criteria for School Development Plans is required. Regarding inspection, supervision, and monitoring and evaluation, additional mobility assets are required. The purposes of monitoring, inspection and supervision should include appropriate emphases on measuring and improving quality of education. EMIS should provide real time data, subject to rigorous data cleaning. Integrated Results-Based Management monitoring and evaluation systems should be developed that include the new Education Sector Strategic Plan, Provincial Operational Plans, District Operational Plans, School Development Plans, plus the Department Integrated Performance Agreement and the Ministry Integrated Performance Agreement.

Also, standardised reporting formats and feedback mechanisms through which implementation of recommendations including those of Joint Monitoring Visits can be tracked is recommended.

Additionally, revitalisation of the Service Charter, with recording and action of customers' feedback is required. The Ministry's Communication Strategy, including staff recruitment and training, is also recommended.

Chapter 4: Education Costs and Finance

Major Findings of the Analysis

If the draft School Financing Policy is approved, it will be very difficult for the government to provide the envisaged resources in the present economic climate. Government spending on education at school level has been dominated by employment costs at over 90 percent of all spending, although there has been a drastic change in the budget for 2020. Very little has been spent on goods and services and on capital items in past years, although this has been changed in the current budget. The small proportions allocated to goods and services have been underspent, although this has often been because funds were not released to the Ministry of Primary and Secondary Education.

School income and expenditure data, as recorded in the EMIS database, has a limited number of large apparent errors which influence the totals if not cleaned. School tuition fees make up about a quarter of school income. Basic Education Assistance Module payments are important, but less than 40 percent were actually paid to schools in 2019. The average amount of household school levies was most influenced by location and school level, with P3 levies on average the smallest and S1 levies the largest.

Major Recommendations

Recommendations in the draft School Financing Policy should be implemented as soon as possible and as widely as possible, within the constraints of the current economic situation and Covid-19 circumstances, and consistent with the 2020 Education Amendment Act which provides for no school fees for basic education. The reallocation of funding in the 2020 budget, away from employment costs and to goods and services and capital items should be continued, consistent with sufficient funding for quality teachers.

The trend to increasing the Ministry's education budget to the internationally recognised proportion of Gross Domestic Product and total government budget, should be continued. The state should assume, as far as possible, a greater share of provision of school incomes through the reinvigoration of the per capita grant allocations and the complete payment of Basic Education Assistance Module arrears. More attention to accountability for school, district and provincial funds provided by parents is required.

Chapter 5: Analysis of Access, Equity and Quality in the Provision of Education

Main Findings of the Analysis

Government has stepped-up efforts to develop rural schools as outlined in its Infrastructure Investment Plan for 2019. There has been growth in the number of schools at all levels, between 2013 and 2017. There has also been significant improvement between 2012 and 2018 in standardised tests in grade 3 in both English and Mathematics, in registered and satellite schools.

The Basic Education Assistance Module has improved access for learners. Its most important contribution has been on enrolment and completion rates, although there are no specific statistical reports available. However, disparities in Zimbabwe exist in terms of provision of quality education based on location (provinces, districts and the urban-rural divide) and wealth quintile (the rich vs the poor). Pupil-Teacher Ratios and Pupil-Classroom Ratios continue to be above the recommended ratios for all levels of schooling, although there is disparity between provinces and between school grant classes.

Based on EMIS 2019 the projected number of the school age populations (3-18 years old) stood at 5,657,412 while the number enrolled in school (ECD to upper secondary) was 4,566,786. The difference between the school age population and those enrolled in school leads to the proxy indicator for out of school children to be 1,090,626, representing 19.28 percent of the school age population.

There is need for almost 40,000 classrooms to be constructed in existing schools and need for over 55,000 teachers' houses. Over 1,500 new primary schools and over 3,000 new secondary schools will be needed, to accommodate projected increases in numbers of learners. The need for more schools is more pressing in urban areas, but rural areas are in need for more secondary schools. Minimum Functionality Standards with regard to Water Sanitation and Hygiene facilities need to match learner populations in schools.

More resources go to higher levels of schooling. The distribution of public funds in education favours girls over boys when correct age for grade is taken into account and boys over girls when total enrolment by grade is considered. The distribution favours rural learners in infant and junior school levels, but highly favours urban learners at upper levels, whether considered by correct age or total enrolment. There appears to be a positive correlation between schools with poor infrastructure and poor learner outcomes.

Access to secondary education remains limited for many Zimbabweans, but the poor suffer from lowest enrolment rates of all. In rural areas, access to education is worse than in urban areas and some of the subsidies in the education system flow disproportionately to urban areas. Although learners in rural primary schools are exempted from paying tuition fees, learners are constrained by other factors, as they tend to enrol late and drop out of school early. Approximately 20 percent of learners in the school age population are not in school.

Major Recommendations

Strengthen enforcement of enrolment of children into Early Childhood Development. Research is needed to investigate what the reasons for the low Gross Enrolment Rate, especially in some provinces, are and what interventions should be put in place. Measures should be taken to avoid a slip in Grade 7 pass rates to maintain the quality of education. There is great need to have an update of the school mapping exercise to assess the need for new schools. It is also recommended that thorough planning and research is done before the next five-year programme of action is rolled out. Improvement of schools' infrastructure is an imperative, especially classrooms. There is need to furnish schools with the requisite furniture so that there are no learners without seating or writing places.

There is need to ensure that Basic Education Assistance Module payments do not run into arrears. Measures should be taken to deal with the challenge of school dropouts at primary school level, especially those absconding. The reach of the Basic Education Assistance Module should be widened.

Also, there should be attempts to reduce education costs for households, especially in rural areas and in secondary schools.

Reasons behind stagnating enrolment rates at infant classes should be investigated. Gender imbalances in favour of either sex should be corrected, such as Net Enrolment Rates at upper secondary level which remain in favour of males but at other levels it is in favour of females. Government needs to consider removing barriers to females accessing secondary education, which include financial constraints and early marriages.

Research should be carried out on reasons for the increase in unregistered schools at all levels and potential issues faced by learners with regard to safe school environments and quality education service delivery. Routine health screening should be introduced at certain stages of the education cycles. Significant resources are required to fully operationalise the School Health Policy through the development of a school health strategy and a costed five-year implementation plan to inform necessary resource mobilisation.

The Ministry should conduct equity assessment on a bi-annual basis to determine groups, locations, and schools that are lagging behind. Taking note of the high numbers of out of school children, it is recommended to conduct an in-depths study on barriers to education and the reasons why children are not attending school. This study should also establish the exact number of children being out of school for every age group and gender aggravated

Chapter 6: Curriculum and Assessment

Main Findings of the Analysis

There has been a phased introduction of the competence-based curriculum, which is on track and due to be completed in 2021. However, implementation has met with a number of challenges due to resource constraints, including the need to review policies and strategies for more effective implementation, a communications strategy for implementation, the need for teacher-training institutions to train on the new curriculum and the need for in-service training, adequate specialist rooms for Learning Areas, appropriate equipment and relevant teachers. There is also need to provide schools with access to electricity, Internet and computers, as well as essential teaching and learning materials like syllabi, textbooks, audio visual aids, teachers' guides, handbooks and manuals.

Respondents to the formative evaluation of the implementation of the new curriculum survey felt that the wider curriculum allows learners to select preferred pathways with a practical approach which is anchored in learner-centred activities. However, Non-Formal Education is an overlooked area, although there has been some recent work done on compressing the syllabi for use in some programmes. There is a need to increase the number of schools offering such Non-Formal Education programmes and to address the issues of funding. The provision of non-formal education by every school is provided for in the Education Amendment Act. Adoption of the continuous assessment and profiling components of the new curriculum are still to commence.

Major recommendations

There is a need to continuously review the current status, implementation and strategy of the curriculum (results based management) to inform activities and strategy for the remaining period to 2021 and the period of the new ESSP (2021-2026). A communication strategy for the new curriculum

implementation needs to be implemented and monitored. This strategy, which has been developed, needs to take implications of Covid-19 into account.

There is a need to address the issues of resource constraints (including ICT, syllabi, textbooks, teachers' guides, handbooks, manuals, decent learning space and adequately equipped specialist rooms). The next curriculum review process should commence towards the end of the next implementation period, i.e. 2025, instead of in 2022.

Chapter 7: Teacher-Training, Deployment and Utilisation

Main Findings of the Analysis

There is an urgent need to increase the number of Early Childhood Development teachers. The MoPSE needs to conduct a deployment audit to determine the exact number of special education qualified teachers and the practical skills they possess. There is also need to prioritise and standardise the orientations and induction of teachers at district and school levels.

Teachers' colleges are currently producing between 9,000 and 10,000 graduates a year, but there is a shortage of teachers trained in Science, Technology, Engineering, Arts and Mathematics, and new areas of the curriculum. The number of schools has increased, but there has not been a corresponding increase in the Detailed Establishment Table for school heads and deputy heads.

The Ministry of Primary and Secondary Education estimates that there is need for almost 200,000 teachers to implement the new curriculum. The number of teachers in 2019 was less than 140,000. The Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development does not have the capacity to produce the required number of teachers. Less than 20 percent primary school teachers and less than 10 percent of secondary school teachers received in-service training in the last two years

Pensions of retired teachers have been eroded by inflation. In 2019, teachers' unions cited 'incapacitation' and adopted a go-slow in schools, which affected the quality of education. Teacher Professional Standards were developed in 2014 and since then have been used in the monitoring of teacher quality and the professional development planning of teachers. The Teacher Professions Council Bill is in draft form and awaiting validation.

Following the 2014 introduction of the Teacher Capacity Programme to enhance the implementation of the competence-based curriculum, the inter-ministerial committee was resuscitated in 2019 to improve collaboration between the Ministry of Primary and Secondary Education, the Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development and teachers' colleges, regarding training of teachers.

The original objectives of the Better Schools Programme Zimbabwe (BSPZ) should be realigned to the vision of the Ministry as the vehicle for the activities of the National Association of Primary Heads and the National Association of Secondary Heads for designing, implementing and funding staff development. This should be formalised with a monitoring, auditing and reporting structure.

Major Recommendations

The original objectives of the Better Schools Programme Zimbabwe (BSPZ) should be realigned to the vision of the Ministry as the vehicle for the activities of the National Association of Primary Heads and the National Association of Secondary Heads for designing, implementing and funding staff

development. This should be formalised with a monitoring, auditing and reporting structure. There is a need for systematic continuous training and development of teachers, including in the areas of verbal and written communication, new knowledge and teaching technologies, technical competencies and the new curriculum. There needs to be an established five-year plan for in-service training. This should be implemented, monitored and coordinated with the Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development.

The Ministry of Primary and Secondary Education needs to advocate with the Ministry of Finance and Economic Development and the Public Service Commission for an increased budget for teachers' salaries, and an increase in the number of teachers. The new focus should be on improved working conditions and should stretch beyond salaries. Teacher Professional Standards needs to be enhanced. The Teacher Professions Council Bill needs to be enacted. Increases in the number of trained teachers is required in general and in the areas in which there are specific shortages of teachers (e.g. Sciences, Technology, Engineering, Arts and Mathematics and Early Childhood Development). The capacity of teachers' colleges to increase the numbers trained teachers should be increased.

Chapter 8: Learners' Safety, Health and Welfare

Main Aspects of the Analysis

Many of the policy initiatives are cognisant of, and consistent with, international agreements and policies globally and within the Southern African Development Community. There has been a consistent continuum of child protection and welfare policies and programmes throughout recent years focusing on economically disadvantaged and vulnerable learners, such as the School Feeding Policy and Guidance and Counselling. Policies and programmes invariably reflect an intended whole government approach that is multi-sectoral, and which engages a range of governmental and non-governmental stakeholders in broad-based participation. Active community consultations and contributions are encouraged in programmatic development and implementation.

Implementation of policies and programmes are often constrained by lack of finance, and inadequate monitoring and evaluation and human resource capacities. There are evidence-gaps when examining the impacts and implementation challenges of programmes, although some initiatives such as provision of sanitary wear in schools are recent. There appears to be insufficient effective action following monitoring and evaluation and other reports, such as addressing School-Related Gender-Based Violence. There are capacity constraints at administrative and school levels in implementing a diverse set of well-intentioned policies and strategies, including Disaster Risk Management.

Major Recommendations

Strategies to address Violence Against Children should be enhanced, including records of School-Related Gender-Based Violence kept by schools, districts, provinces and the Ministry of Primary and Secondary Education's Head Office, which should be compiled and published. There is need to develop and monitor implementation of a comprehensive national strategy for positive discipline, including capacitation of teachers to implement positive discipline.

There is need to apply comprehensive and consistent hygiene standards in school feeding. Provision of additional teacher training and resources for effective Guidance and Counselling as a Learning Area and for psychosocial support is required. Implementation of a comprehensive approach to menstrual hygiene management is required, to complement provision of sanitary wear by the Ministry, including

upgrading of Water, Sanitation and Hygiene facilities in schools and adequate information to combat stigma and discrimination associated with menstruation.

There is a need for a harmonised DRR and resilience approach that is supported and rolled out by MoPSE, as well as education cluster partners across Zimbabwe. Development of costed implementation plans and more resources should be made available for Disaster Risk Management, including enhanced risk reduction, management and resilience provisions.

Chapter 9: Key Recommendations for Policy Development and Strategy

Recommendations for the new Education Sector Strategic Plan are provisional and tentative. They are matters for further stakeholders' consultations led by the Ministry of Primary and Secondary Education, taking into account the Ministry's priorities and the available financial and human resources.

It is critical that there is coherence between the suite of planning documents which inform the budgeting, planning and implementation processes at respective levels of the education sector. Specifically, this refers to Zimbabwe's National Development Strategy 2021-2025, the development of which is currently work-in-progress. It also refers to Provincial Operational Plans, District Operational Plans and School Development Plans. Upward and downward linkages between these is crucial. The new Education Sector Strategic Plan should be both a key component in the National Development Strategy and also a guiding document in the development of decentralised planning instruments at provincial, district and school levels.

In order to be achievable, the new Education Sector Strategic Plan needs to be developed with a clear understanding of the financial resources available for its implementation. Zimbabwe's stressed economic system is likely to worsen in the short term, resulting in less money for the education sector in real terms which has implications for all aspects of the sector including schools' infrastructure, provision of teaching and learning resources, teacher employment and salaries, staff morale, and the Ministry of Primary and Secondary Education's capacity to deliver on its mandate. The ability of many parents and local communities to pay fees and levies and support schools will continue to be challenged by a declining economic environment. The capacity of schools to self-finance through income-generating projects is limited. While some schools may derive significant amounts of income through school-based or community activities for day-to-day activities, nationally this will not bridge funding gaps for operational costs.

The county's susceptibility to hazards and shocks, and vulnerability to their impacts will exacerbate the negative economic outlook. This is at a time when the school age population is projected to undergo a large increase over the next five years. In order for the education system to provide quality learning for all, it is likely become more reliant on donor support at least in the short term.

Recommendations contained in respective chapters of the 2020 Education Sector Analysis and outlined above are consistent with an online survey of staff conducted by the Ministry in early 2020 and the report of the 2020 Joint Sector Review. However, they are only provisional and subject to the Ministry's consideration and extensive stakeholders' consultations.

1. Introduction

1.1 Background

This 2020 Education Sector Analysis (ESA) for Zimbabwe was prepared under the leadership of the Ministry of Primary and Secondary Education (MoPSE). Its Core Technical Team (CTT) provided contributions and reviewed successive drafts, as did other staff within the Ministry. It is owned by MoPSE on behalf of the Government of Zimbabwe (GoZ), supported by education sector partners.

UNICEF Zimbabwe, in its capacity as the Grant Agent for the Global Partnership for Education (GPE) in the country, contracted Cadena International Development Projects to support MoPSE in preparing the ESA and the Education Sector Strategic Plan (ESSP). The Terms of Reference (ToR)[1] for the assignment states that the role of the contractor is:

> "To assist the Ministry of Primary and Secondary Education (MoPSE) in conducting a comprehensive qualitative and quantitative education sector analysis of the national education system of Zimbabwe and to develop the costed Education Sector Strategic Plan (2021-2025) including 2021 -2022 costed operational plan with a budget", (page 6).

Cadena's Technical Assistance Team (TAT) began work in earnest in early 2020, following an inception mission to Zimbabwe in February. The ToR states that a small MoPSE CTT led by the Permanent Secretary will be established to conduct the ESA and prepare the ESSP. The CTT was successfully established and worked in close conjunction and collaboration with the TAT, despite remote working necessitated by Covid-19.

Both the CTT and TAT sought strenuously to observe the original timeline for completion of the ESA as agreed with UNICEF, so as not to delay preparation of the five-year ESSP 2021-2025.

1.2 Need for a new Education Sector Analysis

The previous ESA[2] was prepared in 2015. As precursor to the development of a new ESSP, it is crucial to have an up-to-date education sector analysis with which to underpin it. Developments impacting the education sector since 2015 have included the following:

- International and national policy frameworks, such as:
  - UN Sustainable Development Goals 2015-2030
  - Zimbabwe's Vision 2030
  - 2020 Education Amendment Act
  - Development of an array of educational and related policies such as the ICT Policy, School Health Policy (SHP) and the School Feeding Programme (SFP)

- National political and economic developments, such as:
  - New political dispensation
  - Financial stabilisation and economic development strategies
  - Demographic changes

[1] UNICEF. (2019). Request for proposal – special notes – Terms of Reference
[2] Kageler, S. J. (2015) Education Sector Analysis Zimbabwe

- New initiatives in the education sector, such as:
  - Introduction and phased implementation of the competence-based curriculum framework (2015-2022)
  - Introduction of the School-Based Life Skills Orientation, Empowerment and Support Programme: Life Skills, Sexuality, HIV and AIDS Strategy (2018-2022)
  - Piloting of the introduction of sanitary wear in schools

- On-going sector-wide issues, such as:
  - Education budget and expenditure and Value for Money
  - Sectoral governance and management

- On-going cross-cutting and sub-sectoral concerns, such as:
  - Violence Against Children (VAC) and ending of corporal punishment in schools
  - Safeguarding, child protection and social safety nets
  - Adequacy in provision of learners with special needs, as well as more comprehensive inclusivity approaches relating to access, equity and quality of education especially related to gender and vulnerability
  - Emergencies impacting on the education sector and Disaster Risk Management (DRM) strategies

1.3 Purpose of the Education Sector Analysis

The purpose of the ESA is twofold. Firstly, to provide an evidential base for the new ESSP. In this regard it identifies key policy and programmatic interventions and the benefits and challenges to implementation including identifying current systemic strengths and weaknesses, supported by empirical data wherever available. The ESA will also identify evidence gaps.

Secondly, the ESA provides indicative areas for prioritisation to be addressed through appropriate policy and programmatic interventions for the next five years (2021-2025). Such interventions may comprise current and revamped initiatives, and new interventions to address emergent issues based on MoPSE's policies and priorities for the education sector.

1.4 Scope of the Education Sector Analysis

The scope of the ESA broadly reflects the structure outlined in the ToR, revised in accordance with the availability of data and unforeseen working arrangements necessitated by the Covid-19 pandemic. In agreement with MoPSE's Permanent Secretary, it covers the education sector that is subject to the purview of MoPSE and includes specific areas identified by the Permanent Secretary as important priorities and recent MoPSE interventions.

1.5 Impacts of Covid-19

1.5.1 Impacts of Covid-19 on the education sector

Since Covid-19 has yet to run its full course and all its ramifications pertaining to the education sector are yet to be ascertained, including economic and social dislocation, it is currently difficult to identify the full range of impacts. However, some key aspects are identified below.

- All schools closed about a week earlier than scheduled for the 2020 Easter break and are yet to re-open

- Only critical staff are working at MoPSE Head Office in Harare and at sub-national levels

Mitigation measures to ameliorate the impacts of Covid-19 on the education sector are being explored. These include broadcasting educational content for distance learning, use of electronic mass media and Internet-based e-learning programmes (although these may not cater for the most marginalised learners, including those without access to radio, TV and Internet). MoPSE is supported by UNICEF in administering a survey (https://zimbabwe.ureport.in/opinion/4337/) to understand the situation regarding learners' remote learning activities.

1.5.2 Impacts of Covid-19 on Education Sector Analysis preparation and mitigation measures

The TAT's second mission to Zimbabwe planned for March 2020 was cancelled as were all anticipated missions for preparation of the ESA, in response to Covid-19. Throughout the substantive period of ESA preparation, the TAT were subject to government lockdown measures in their respective home countries (i.e. Australia, the Kingdom of eSwatini and the United Kingdom)

The CTT was subject to lockdown measures introduced in Zimbabwe, which severely impacted on its mobility and access to MoPSE. CTT members working from MoPSE and home were impacted by lack of computers (UNICEF provided two laptops for CTT use), lack of Internet connectivity, and irregular electricity supply. The lockdown measures also impacted availability and accessibility of key stakeholders with whom CTT could engage, even by virtual means.

Measures to mitigate lockdowns and remote working included:

- Virtual weekly TAT team meetings conducted by Zoom from April 2020
- Regular TAT internal communications conducted via an established Whatsapp group for the purposes, plus use of email, telephone and Skype
- Internet/phone bundles provided and disbursed by Cadena International Development Projects to all CTT members for communications between themselves, the TAT, and other colleagues and stakeholders
- Regular communications between TAT and CTT counterparts by Whatsapp, email, telephone and Skype
- Regular communications between TAT and UNICEF staff by email and Whatsapp
- Establishment of a Dropbox, accessed by TAT, CTT and senior UNICEF staff
- A WhatsApp group established by CTT for internal communication and teleconferencing
- An electronic survey to solicit views from MoPSE, including those working at sub-national levels (i.e. Provincial Education Directors, District School Inspectors (DSIs), school inspectors, accountants, administrators and Cluster heads) on successes and challenges of implementation of the current ESSP, to feed into the development process of the new ESA

1.6 Approach, Working Arrangements and Methodology for Developing the Education Sector Analysis

1.6.1 Approach to developing the Education Sector Analysis

The approach to developing the ESA was informed by the ESA guidelines[3]. It was also informed by written feedback from MoPSE Directors in February 2020, in response to a questionnaire prepared by

[3]UNESCO-IIEP; UNICEF; the World Bank; the Global Partnership for Education.(2014). Education Sector Analysis Methodological Guidelines, Volumes I and II

the TAT. The feedback noted that the previous ESA was important in identifying priorities and was comprehensive in covering many aspects of the education sector. However, some respondents were unaware of the ESA and its objectives, and it was perceived by some to be insufficiently inclusive, consultative and participatory. Therefore, CTT informed and involved as many stakeholders in the new ESA development process, as was practicable under the circumstances. It was noted by TAT and CTT that the process of developing the new ESA should be fully engaged with development of Zimbabwe's five-year National Development Strategy 2021-2025 and vice versa, facilitated by MoPSE.

1.6.2 Working arrangements for developing the Education Sector Analysis

During an on-boarding Zoom meeting in late March 2020 involving UNICEF, TAT and CTT, the way forward under Covid-related constraints regarding working arrangements was agreed. The virtual meeting included a presentation of GPE's ESA guidelines prepared by the TAT and follow-up discussion.

TAT members were assigned respective CTT counterparts for most of the chapters of the ESA, in accordance with the latter's expertise and experience. The CTT provided a number of documents, including unpublished internal MoPSE memorandums and other grey literature. It also assisted in drafting aspects of the ESA, supported by the TAT. This contributed to awareness-raising and capacity-building of all parties. CTT also prepared and administered an on-line survey of MoPSE staff working in sub-national structures, as mentioned above.

UNICEF staff were voluntarily assigned to areas of the ESA to liaise with TAT in facilitating contacts, providing documents and feeding back on draft portions of the ESA, prior to compilation of the overall draft ESA and review by the Education Coordination Group (ECG). Key stakeholders, such as non-governmental organisations (NGOs) and other Civil Society Organisations active in the education sector, were approached for comment and contributions to the ESA. These assisted in engendering a sense of country-ownership of the ESA document.

1.6.3 Methodology for developing the Education Sector Analysis

ESA preparation primarily comprised home-based desk studies and literature reviews of available documentation obtained by the TAT, CTT and UNICEF, and the aforementioned on-line survey. Materials reviewed included:

- Sectoral and multi-sectoral legislation
- Regional and national policies
- Education sector status reports
- Programmatic and operational interventions
- Monitoring and Evaluation (M&E) reports
- Stakeholders' workshop reports
- EMIS data
- Statistical reports
- Government Blue Books detailing financial expenditure
- Internal MoPSE circulars

The array of data sources and the extent of literature reviewed contributed to triangulation of evidence between and within sources. Literature reviews were complemented by data obtained during the TAT's inception mission, including:

- Field visits – observations in primary and secondary schools, and District Education Offices (DEOs)
- Semi-structured interviews with:
  - MoPSE staff at Head Office in Harare
  - UNICEF staff in Harare
  - District administrators, school heads, teachers and learners
  - Staff from UNICEF and other UN agencies, development partners and key stakeholders including Civil Society Organisations
- Attendance at the annual Joint Sector Review held in early 2020
- Financial data from the Ministry of Finance and Economic Planning

The agreed ESA finalisation process comprised a number of sequential and time-framed steps, whereby sections and chapters of the draft document were reviewed via a number of steps i.e.

- Internal peer review by the TAT
- Consultations with UNICEF by TAT
- Submission to CTT for review and feedback to TAT
- Submission to MoPSE for review and feedback to TAT
- Submission to the ECG for review and feedback to TAT
- Finalisation of the draft ESA by TAT and CTT, in readiness for submission to GPE

1.7 Limitations of the Education Sector Analysis

Mitigation measures such as home-based working and virtual meetings in response to lockdowns ameliorated the impacts of absence of face-to-face interactions between CTT and TAT, to some extent. However, they were no substitutes for a physical presence in Zimbabwe by the TAT and in-country engagement with CTT, UNICEF and other key stakeholders.

Limitations of the ESA are a direct result of measures to combat Covid-19 and the fast-track process in order to observe the timeframe for completion of the draft document. Specific limitations relate to the process of preparing the ESA, and its content. With regard to content, limitations include:

- Absence of primary data which may have been gained from interviews and focus group discussions with key respondents and stakeholders in Harare and provinces throughout the country
- Lack of acquisition of documentation, especially unpublished grey literature
- Reduced stakeholders' consultations beyond MoPSE and ECG

With regard to the process of preparing the ESA, limitations include the following:

- The task of developing the ESA required 100 percent commitment from all CTT members. However, the working environment was not quite conducive since there were frequent interruptions at the workplace because CTT members were also expected to undertake their normal day-to-day duties. For some, this included being actively involved in developing Covid-19 mitigatory efforts for the education sector
- It was the first time a number of CTT members were engaged in such kind of work and they needed a lot of support. The lockdown could not allow frequent face-to- face interactions,

either between CTT members since most of them were operating remotely or between CTT and TAT
- Generally, there were delays in receiving responses from stakeholders
- There were no face-to-face interactions, such as meetings and workshops involving CTT and TAT, to discuss the emergent ESA document

Limitations in both the process of preparing the ESA and its content may have impacted on the extent of analysis in certain areas.

1.8 Style and Structure of the Education Sector Analysis Report

Cognisant of the aforementioned feedback from MoPSE Directors regarding the 2105 ESA report, this ESA report is written for comprehensive readership within MoPSE and amongst a wider audience of stakeholders whose mother tongue is not necessarily English. Therefore it attempts to use plain English, free of unnecessary jargon as much as possible. Where appropriate, bullet points are used to break up condensed narrative. Figures, graphs and tables and are frequently used to visually illustrate key points.

This ESA report is structured in accordance with the following chapters:

- Chapter 1: Introduction
- Chapter 2: Country Context
- Chapter 3: Education Sector Performance and Governance
- Chapter 4: Education Costs and Finance
- Chapter 5: Analysis of Access, Equity and Quality in the Provision of Education
- Chapter 6: Curriculum and Assessment
- Chapter 7: Teacher-Training, Deployment and Utilisation
- Chapter 8: Learners' Safety, Health and Welfare
- Chapter 9: Key Recommendations for Policy Development and Strategy

Most of the aforementioned chapters conclude with a summary of key points and recommendations. The former is a summation of progress made and implementation challenges relating to relevant cross-cutting and sub-sectoral issues discussed in the narrative of respective chapters, including evidence gaps and capacity shortfalls. The recommendations are tentative and not intended to foreshadow or pre-empt the content of the new ESSP. They merely identify salient points that may be taken forward in future education planning, if appropriate.

2. Country Context

2.1 Introduction

This chapter discusses the country context in which the education sector functions. The planning for the education sector needs to respond to the needs of the population and contribute to educational development for national development. This chapter starts with the political context, and then moves onto the demographic context and the economic context. It provides the country background in which the other chapters are set.

2.2 Political Context

From the time he took over power in 2017, President Mnangagwa has made it clear that his administration was open to engagement with anyone who was willing to work together with the government for the good of the country. After taking over the reins of power, President Mnangagwa ushered in a new system of governance in what became known as 'The Second Republic'. The purpose of The Second Republic was to bring back normality into a country which had been thrown into chaos by the previous regime. In so doing, the President:

- Started an international re-engagement process, among its objectives was to bring back Zimbabwe into the Commonwealth of Nations
- Initiated processes to mend Zimbabwe's relations with the international community, including the *Zimbabwe is Open for Business* theme
- Made a promise to hold free, fair and credible elections in 2018, including hosting overseas election observers
- Suspended the unpopular indigenisation laws except in chrome and diamond mining and he disbanded the Indigenisation Ministry
- Made a clarion call to end corruption in the country, with a zero tolerance of corruption
- Pledged political and economic reforms which would encourage new businesses to open in the country

As evidence of the increased opening-up of democratic space and improving political tolerance, 23 candidates were vying for the presidential post in the 2018 election. These were made up of political party leaders as well as independent candidates. In 2018 the country had its highest number of presidential contestants in a national election. In order to move Zimbabwe forward in the spirit of unity and solidarity, post the 2018 election, the President has called for the formation of the Political Actors Dialogue. This is a platform which is meant to bring together the ruling ZANU PF (Zimbabwe African National Union – Patriotic Front) party and the losing political parties that participated in the 2018 plebiscite. As a result of these engagement efforts and increased tolerance of different political views and affiliation, there has been less polarisation in the political sphere in the country.

The last two years have been marred by shootings, protests and strikes. The shootings of the 1st August 2018 resulted in at least six people dying and injuries of scores more came after protests in the capital due to the delays in the release of the presidential elections[4]. The shootings of 14 January occurred

[4] Amnesty International. (2019). https://www.amnesty.org/en/latest/news/2019/08/zimbabwe-one-year-on-no-justice-for-those-killed-by-soldiers-in-post-election-demonstrations/

after protests began in Harare following huge increases in the fuel prices. Zimbabwean doctors said they had treated for gunshot wounds. Scores of people were beaten, at least three people died during the protests and the state broadcaster, the Zimbabwe Broadcasting Corporation, said that 600 people were detained[5]. The protests and strikes were related to the economic situation, inadequate wages, and lockdown conditions due to Covid-19. This situation will continue to worsen as the reintroduced Zimbabwean dollar continues to devalue against the United States Dollar (USD) and the economic situation worsens.

2.3 Geographical and Administrative Context

Zimbabwe is a landlocked country, located in the southern region of Africa measuring 390,580 kilometres. The country lies between latitudes 15^0S and 23^0S, and longitudes 25^0E and 34^0E. It is between two major rivers, the Limpopo River to the south and Zambezi River to the north. The country's neighbours are: South Africa to the south, Botswana to the west and southwest, Zambia to the northwest and Mozambique to the east and northeast.

The capital city of Zimbabwe is Harare. The country has 10 administrative provinces namely; Bulawayo, Harare, Manicaland, Mashonaland Central, Mashonaland East, Mashonaland West, Masvingo, Matabeleland North, Matabeleland South and Midlands. Bulawayo and Harare are metropolitan provinces. The provinces are further divided into districts. The usual number of districts used for geographical mapping is 89 districts - 60 rural and 29 urban.

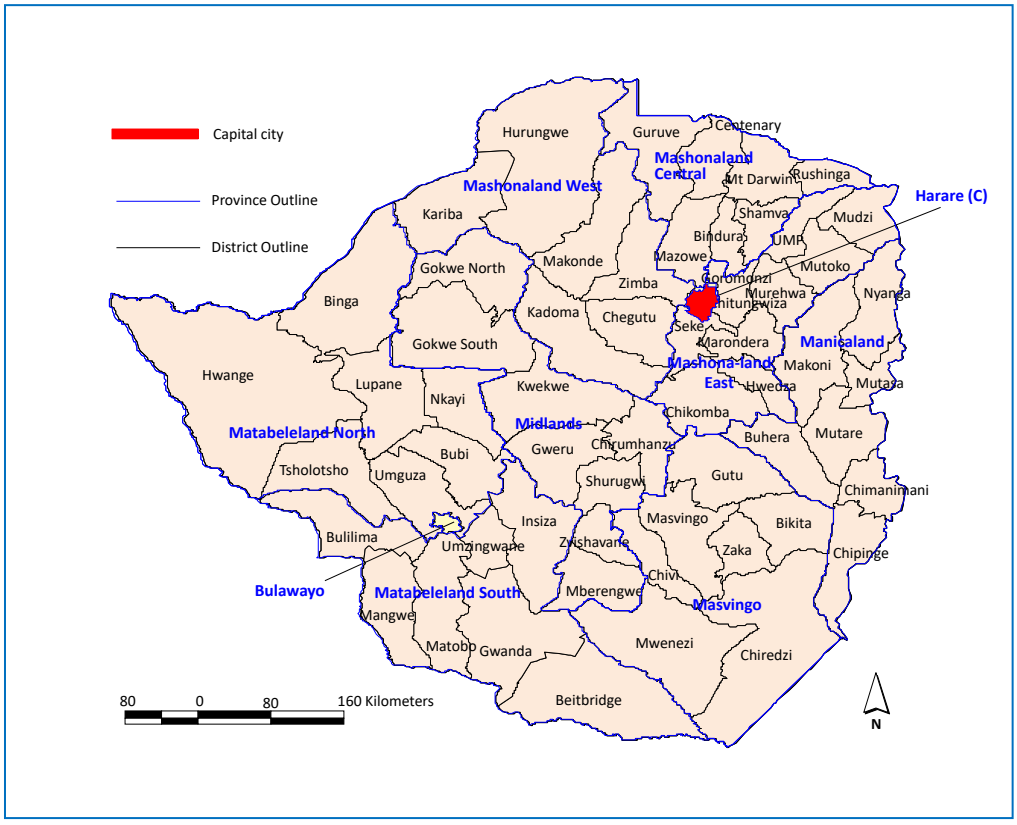

FIGURE 2.1 DISTRICT AND PROVINCE MAP OF ZIMBABWE

[5]Dzirutwe, M. (2019). UPDATE 1-Zimbabwe Doctors Treat 68 for Gunshot Wounds, Police Arrest Hundreds

2.3.1 Demographic Context

Zimbabwe has a Human Development Index of 0.563, placing it at 150 out of 189 countries and territories[6]. In 2017, an Inter-Censal Demographic Survey[7] (2017) was carried out which estimated the population to be 13.572 million. Figure 2.2 below summarizes the ICDS survey. The population had an average rate of natural increase of 2 percent. The demographic composition was such that 48 percent were males and 52 percent females. Of the total population, 68 percent live in rural, communal and resettlement areas while 32 percent live in the urban areas. The population is relatively young with 40.5 percent of the people being 15 years of age and below (ICDS, 2017). Average life expectancy at birth is 60 years with that for females being 61 years, making it 3 years higher than that of their male counterparts.

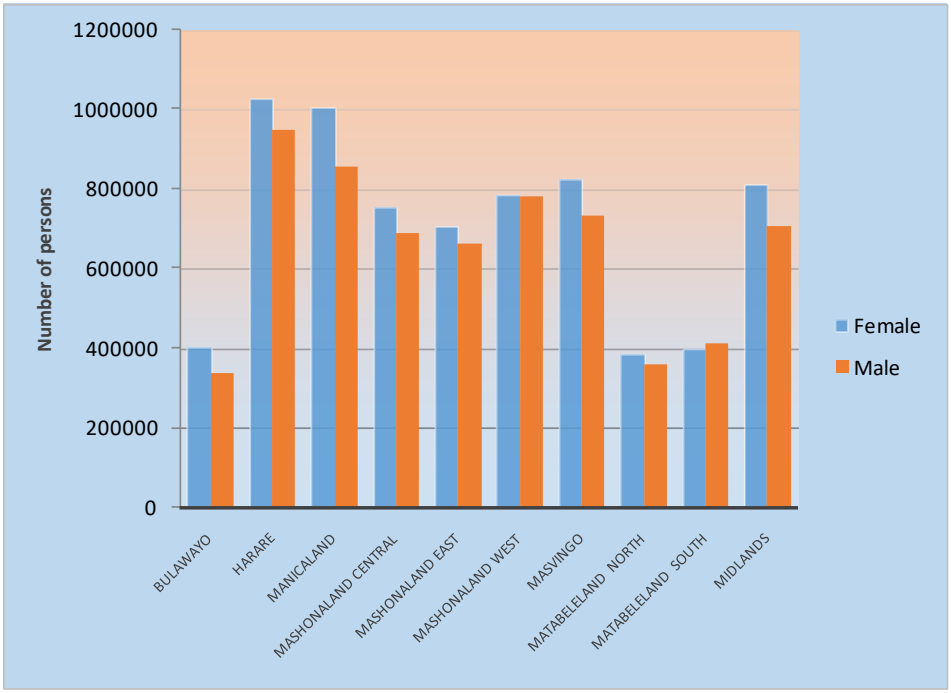

Figure 2.2 Population of Zimbabwe by Province (ICDS, 2017)

2.3.2 Proportion of school aged population

The projected population for 2019 is 15,761,374 and for 2025 is 18,297,811[8]. Table 2.2 below gives the figures for the population aged 3 to 18 as predicted by ZIMSTAT in 2019. These projections are used by MoPSE for calculations of enrolment rates. The total number of children in the age groups from age 3 to 18 is 5,657,412 in the 2019 projections but the number is estimated to reach 7,260,398 by the year 2025.

[6]UNDP. (2019). Human Development Report 2019. Inequalities in Human Development in the 21st Century. Zimbabwe

[7]Zimbabwe National Statistics Agency. (2017). Inter-Censal Demographic Survey 2017

[8]Zimbabwe Statistical Agency. (2019). Population Projections

Table 2.1 Distribution of Projected School Age Population by Age and Sex (Source ZIMSTATS, 2019)

Age	2019			2025		
	M	F	Total	M	F	Total
3	185,544	188,338	373,881	265,253	268,582	533,835
4	196,409	195,674	392,083	258,847	262,210	521,057
5	187,203	186,171	373,374	252,775	256,190	508,965
6	175,488	178,965	354453	247,006	250,481	497,487
7	184,355	184,129	368,483	241,507	245,043	486,550
8	177,637	181,033	358,670	236,247	239,836	476,083
9	179,934	182,874	362,808	231,194	234,818	466,012
10	177,116	177,961	355,076	226,321	229,970	456,291
11	176,130	175,888	352,018	221,603	225,270	446,873
12	218,719	215,397	434,116	216,978	220,581	437,559
13	169,714	170,585	340,299	212,401	215,821	428,222
14	167,899	166,250	334,148	207,858	211,010	418,868
15	158,033	154,448	312,480	203,365	206,267	409,632
16	158,317	157,199	315,515	198,900	201,593	400,493
17	159,115	158,907	318,,021	194,378	196,739	391,117
18	152,978	159,005	311,983	189,754	191,601	381,355
Total	2,824,589	2,832,823	5,657412	3,604,387	3,656,011	7,260,398

2.3.3 Literacy rates

The reported literacy rates for Zimbabwe vary depending on the source and the method of data collection. The Intercensal Demographic Survey (ICDS) gave a literacy rate of 94 percent for 2017. This report gave the literacy rates for males and females as similar in the 15-44 year age group, with this reducing for females over the age of 44 and for all by age over 44, confirming that the older generations were significantly disadvantaged with regard to education. There were no major differences in literacy rates between provinces, with rates going from 91 per cent for Mashonaland Central to 97 per cent for Bulawayo and Harare.

In the recent MICS (2019), it was found that females had an overall higher literacy rate than the males, and there were differences in literacy rates for rural/urban and poorest/richest quintiles (see the figure below for the MICS (2019) results).

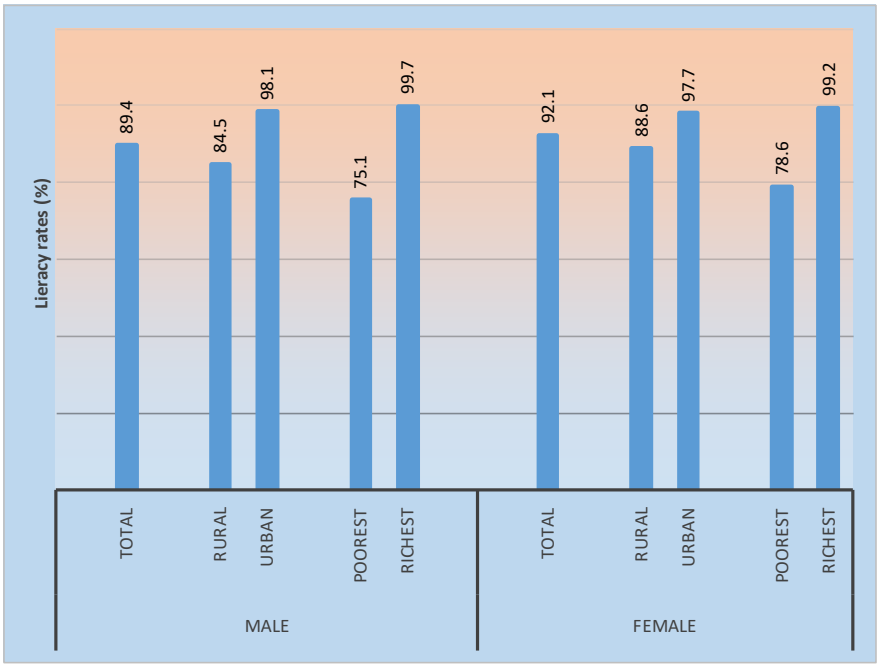

FIGURE 2.3 LITERACY RATES IN MALES AND FEMALES AGED 15-49 YEARS (SOURCE: MICS, 2019)

2.3.4 Humanitarian challenges and responses

The main diseases which affected the population during the period 2015 to 2019 are cholera, typhoid, malaria, HIV/AIDS and, most recently, the Covid-19 pandemic. Zimbabwe has experienced periodic outbreaks of cholera and typhoid over the last decade which require a multi-sectoral approach to deal solve, with the core of the problem being poor service delivery[9]. Zimbabwe's HIV prevalence rates are 12.7 percent, with 1.3 million people living with HIV in 2018. HIV related deaths were 22,000 in 2018. Zimbabwe reported its first case of Covid-19 in March 2020. As a response to the public health threat posed by the virus, the President ordered schools to close on the 24th March 2020. A ban on public gatherings and the national lockdown also ensued.

Historically, Zimbabwe has experienced a number of weather-related natural disasters. These include, but are not limited to, floods, cyclones, epidemics and droughts. The period 2015 to 2019 has seen a number of these weather-related natural disasters. The following table summarises the disasters. There does appear to be some under reporting in this database (The Emergency Events Database). For example, there have been periodic cholera and typhoid outbreaks which are not reported and there have been food distributions in previous years to 2019.

Table 2.2 Summary of natural disasters in Zimbabwe, 2015-2019

Disaster type	Disaster subtype	Events count	Total deaths	Total affected
Epidemic	Bacterial disease (cholera)	1	0	11
Storm	Convective storm, floods	2	41	2475
Storm (Tropical depression Ex Dineo)	Tropical cyclone, slide	1	251	113,023

[9] Makoni, M. (2018) Inside Zimbabwe's efforts to tame cholera

Epidemic	Viral disease (Typhoid)	1	12	5164
Flood	Flash flood	1	26	0
Storm (Cyclone Idai)	Extra tropical storm	1	299	270,000
Drought	Drought, Food shortage	1	0	500,000

Source: EM-DAT: The Emergency Events Database –Universitecatholique de Louvain (UCL) (10/11/2015)..

The Zimbabwe Vulnerability Assessment Committee[10] in its 2019 report concluded that food security and well-being issues of the country were of great concern. As a result of incessant droughts and a poor 2018/19 rainfall season, agricultural output was very low in 2019. It was predicted that during the peak hunger period (January - March 2020), that rural food insecurity would be 59 percent.

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA)[11] states that compounding the impact of food insecurity for vulnerable communities is the lack of basic services especially access to water and health facilities, resulting in increasing rates of acute malnutrition and the risk of communicable diseases. Education has been negatively impacted with increasing school dropouts due to the deteriorating situation. It further states that multi-sectoral humanitarian support continues to be vital in addressing needs especially for the most vulnerable. OCHA estimated in that across Zimbabwe, seven million people in urban and rural areas were in urgent need of humanitarian assistance. The proportion of rural households which received support from all possible sources in the form of food, cash, crop inputs, livestock inputs or WASH inputs was given as 73 percent in 2019[12].

Climate-induced water stress threatens to decrease the quantity and quality of drinking water in rural and urban areas, reduce the run-off necessary to sustain the country's hydro-electric power supply, and contribute to declining agricultural productivity. The increasing frequency and intensity of extreme weather events are likely to intensify the existing natural hazard burdens for at-risk populations (especially in cities) and damage and destroy infrastructure. The increasing geographic range of infectious disease vectors such as malaria will also affect public health. The protection issues which affect children after a hazard have been covered in Chapter 8.

Responses to Humanitarian Challenges

Zimbabwe has a National Climate Change Response Strategy ratified by the United Nations Framework Convention on Climate Change. The strategy contains two objectives that relate directly to children and education i.e. strengthen and mainstream climate change in all education curricula and mainstream gender, children and youth, people living with HIV and AIDS and other vulnerable groups into all climate change interventions. The Zimbabwe Drought Risk Management Strategy and Action Plan (2017–2025) is designed to provide a framework to support implementation of suitable drought mitigation practices and interventions.

The Department of Civil Protection (DCP) falls under the Ministry of Local Government, Public Works and National Housing, and is responsible for Disaster Risk Management (DRM). DRM includes

[10]Zimbabwe Vulnerability Assessment Committee. (2019). Rural Livelihoods Report
[11]OCHA. (2020). Situation Report 1, 07 April 2020 Draft 0
[12]Zimbabwe Vulnerability Assessment Committee. (2019). Rural Livelihoods Report

prevention, preparedness planning, early warning and response to disasters. The DCP is responsible for the overall coordination of DRM stakeholders which include public and private sectors, and development partners. At the national level, the DCP has a small staff structure and includes a Director, Deputy Director and five technical officers, plus support staff. The DCP chairs the National Civil Protection Committee that is made up of representatives from various line ministries, I/NGOs, UN agencies with multi-sectoral representation, including from MoPSE. There are no provisions for sub-national DRM committees or structures in the Civil Protection Act. However, Provincial and District Administrators do have DRM as one of their many responsibilities in their terms of reference and there are, in some provinces and districts, Civil Protection Committees and Civil Protection Units at provincial and district level who meet on a relatively regular basis and bring together sub-national line ministry representatives, NGOs, etc. These committees are key for coordination of disaster response and in the development and implementation of civil protection plans that link to sectoral plans, such as education.

Whilst there are committees or structures in place at national, province and district-level for DRM, there is a need to strengthen coordination between these different levels. A further challenge for the DRM system in Zimbabwe is the gap between the district, ward and village level structures. There are currently no provisions for village, ward or community-based DRM committees or structures. Where these structures are in place, they are mostly supported by NGOs and are not always aligned to the government structures.

Village Development Committees (VIDCOMS) are the most local level structures in Zimbabwe, but they do not have a mandate to work actively on DRM. Drought Relief Committees and Community Development Committees who are also responsible for the development of Provincial/ District/ Ward/ Village development plans. Village Health Workers (VHWs) also play a key role in prevention and control of disease outbreaks, such as cholera and malaria. According to the Village Health Worker Strategic Direction of the Ministry of Health and Child Welfare in Zimbabwe (2010), VHMs record of information about the health of individuals in the village and acts as an early warning system, notifying the formal health services of any suspicious diseases or conditions in the community. The National VHW Training Manual also includes a section on malaria, linked with DRR as part of community-based DRR activities.

Figure 2.4 Natural Disasters and Epidemics in Zimbabwe 2016-2019 (Source: Humanitarian Response Plan Zimbabwe, 2020)

The current ESSP identified a set of priorities and actions related to Disaster Risk Reduction (DRR). These include: as part of the curriculum review process, the mainstreaming of key issues including climate change; establish DRR minimum standards and implement in all schools; develop and implement DRR programmes in all schools, including support materials and relevant training. The ESSP included a budget for DRR procurement and pre-positioning of emergency supplies, as well as logistics and training of staff in disaster risk planning and response.

The Ministry of Health and Child Care's response[13] for Covid-19 includes measures to minimize morbidity and mortality resulting from the virus and associated adverse socio-economic impact, based on certain scenarios. MoPSE's education sector response plan[14] identifies four strategic areas of focus vis-à-vis Covid-19 i.e. teacher capacitation; safe and secure transition back to Covid-19 prepared schools; accelerated, remedial programmes and alternative learning approaches; provision of materials and supplies for the safe preparation and provision of food. This is consistent with the Education Cluster's Covid-19 strategy[15] and is aligned to the Humanitarian Response Plan[16], which for education, states that US$41.7 million is needed for the education sector to be used to facilitate access to quality education and will include psychosocial support. Work will also be integrated with other sectors including the provision of WASH services in learning spaces and the promotion of good hygiene practices.

The support from sector partners in response to Covid-19 continues to increase from the March 2020 initial support shown in the figure below:

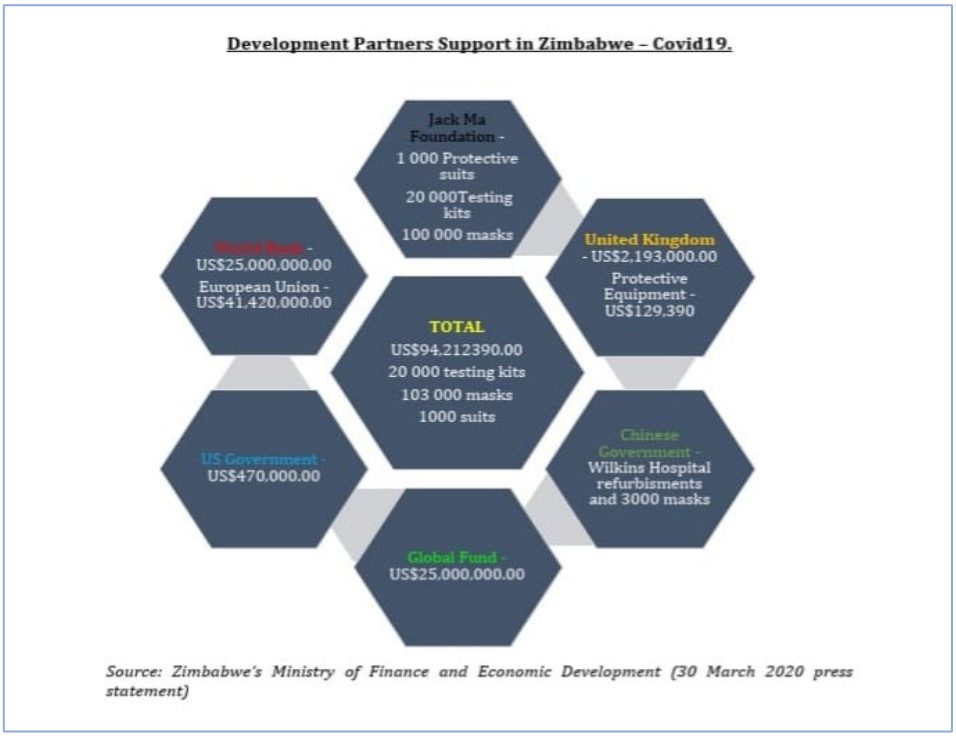

Figure 2.5 Development partners support – Covid-19

[13]Ministry of Health and Child Care. (2020). Zimbabwe Preparedness and Response Plan - Coronavirus disease 2019 (Covid-19)
[14]MoPSE. (2020). Zimbabwe's Education Sector's Covid-19 Response Plan
[15]MoPSE. (2020). Education Cluster Strategy - Zimbabwe Covid-19 Preparedness and Response Strategy (final draft)
[16]Humanitarian Response Plan Zimbabwe. (2020)

2.4 Economic context

The prospects for the development of the education sector rest on the major macroeconomic constraints. This section discusses those constraints.

2.4.1 Economic Policy Documents

Vision 2030

The Government of Zimbabwe committed itself to transforming the economic, political and social aspects of the country as well as improving bilateral relations with the rest of the world. To achieve that, the government adopted Vision 2030 the theme of which is "Towards an upper-middle income economy by 2030". The country's Vision 2030 is anchored on five strategic clusters namely: governance; macro-economic stability and re-engagement; inclusive growth; social/human capital development; and infrastructure and utilities. A key value underpinning the Vision 2030 is broad-based citizenry participation in national and socio-economic development programmes.

According to the World Bank[17], an upper-middle income economy is one whose Gross National Income (GNI) per capita is between US$3,995 and US$12,235 per annum. Currently Zimbabwe is classified as a lower-middle income economy with a GNI per capita above US$1,026. The government has a raft of measures which range from economic, social to political which are meant to enable the country to attain its vision. It intends to facilitate an open market and stable economy, firstly through the Transitional Stabilisation Programme (TSP) and then through two other national development plans: the first one will run from 2021 to 2025 and the second one will run from 2026 to 2030. The government intends to achieve economic growth with a conducive policy environment, a private sector-led economy where private sector investment is a priority, and fiscal and monetary discipline among other economic policy reforms. The following diagram depicts the five pillars upon which Vision 2030 is based:

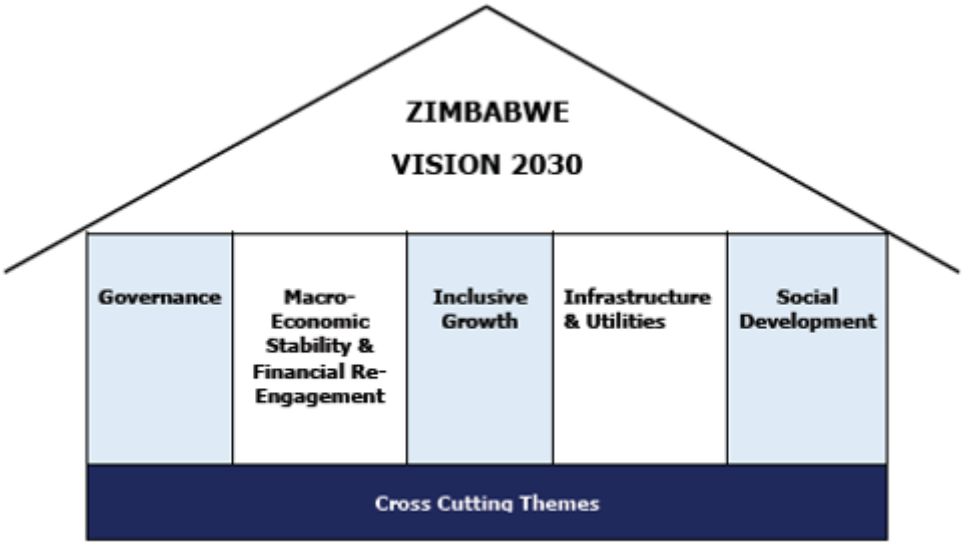

Figure 2.6 Key clusters of Vision 2030 (Source: TSP, 2018)

[17]World Bank Country Indicators, 2018.

Vision 2030 seeks to address the aspirations contained in Sustainable Development Goals (SDGs) and Agenda 2063 which are aimed at ending poverty in Africa.

Transitional Stabilisation Programme

The GoZ launched its economic reform named Transitional Stabilisation Programme (TSP)[18] in late 2018 (see Figure 2.6 below). The TSP is a two year plan that aims at stabilizing the economy, attracting investment, re-integrating the country into the global economy and laying a foundation for strong, shared and sustained growth. The TSP also contains several key reform initiatives for promoting good governance as an essential ingredient for socio-economic development. The TSP runs from October 2018 – December 2020 and it outlines policies, strategies and projects that guide Zimbabwe's social and economic development interventions up to December 2020.

The TSP focuses on immediate quick-wins that are aligned to reality and capacity, and lay a robust base for economic growth. The TSP will pave the way for the development of the two five-year National Development Strategies (NDSs). The programme focuses on the following: fiscal consolidation, stimulation of production and exports, structural quick-win reforms to stimulate growth, and governance reforms. Fiscal consolidation will involve strengthening fiscal responsibility and management of Government expenditures in order to create an appropriate environment for increased budget development expenditures that enable and enhance the economy's overall productive activities.

The TSP also targets the eradication of corruption, which is a major source of leakages to public revenues, and a major cost to various productive activities. During the TSP the economy was expected to grow by an average of 9.35 percent annually, although current IMF projection for 2020 is that real GDP will be -7.4 percent. This IMF figure is from February 2020 i.e. before the full impact of Covid-19 became apparent. The TSP recognises that investment in education is a key poverty reduction strategy, as well as a vehicle for producing a skilled and capable workforce which will greatly assist in the agenda of pushing the frontiers of production. In this regard, the programme strives to ensure access to education for all. This will include providing adequate infrastructure, as well as opportunities for Non-formal Education, early identification of children at risk of not entering the education system, dropping out or falling behind, and strategies to support those unable to meet fee and levy charges. The TSP prioritises the production of additional human capital at local Polytechnics, Teachers Colleges and State Universities, through the rehabilitation and expansion of existing tertiary institutions. In addition, Zimbabwe's educational system will be made relevant to the skills demands of the economy and markets. The TSP has the 'Improved access to primary and secondary education' pillar. According to the mid-term TSP review[19], 153 new educational institutions have been registered, against a target of 30. The programme exceeded the target for new educational institutions by 510 per cent with the aid of the private sector, development partners and faith based organisations. The Net Enrolment Rates (NER) saw growth at all levels.

[18] Government of Zimbabwe. (2018). Transitional Stabilisation Programme

[19] Government of Zimbabwe. (2019). Transitional Stabilisation Programme (TSP) 2018-2020 Mid Term Review

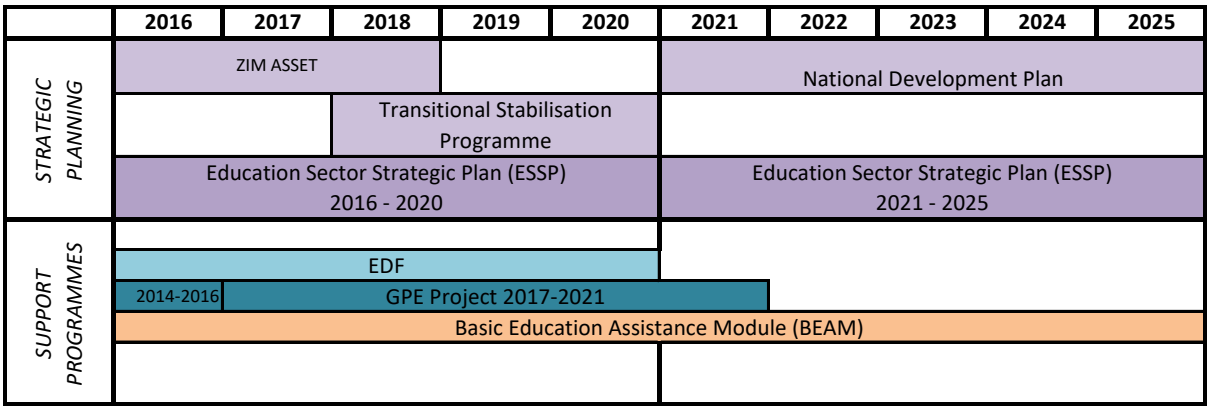

Figure 2.7 The Planning and Programming Environment of the Education Sector of Zimbabwe

National Development Strategy

GoZ is due to develop a NDS which should run from 2021 to 2025. The government is yet to unveil this blueprint, however work on it has already begun. Cabinet has considered and approved a concept note on the NDS, which will be the successor to the TSP.

Box 2-1: Covid-19 and Economic forecasts

Although the effect of Covid-19 on Zimbabwe, and in particular on the economy, is not as yet fully knowable, it is clear that the effects will be considerable, based on the effects on developed countries as at the time of writing. Thus figures projected in late 2019 on the macro-economic situation as a whole in the country, and on education financing, are likely to be far away from the actual outcomes for 2020. In this analysis we have not attempted to take into account these changes because of the uncertainty around the final outcomes. Thus all projected figures and financial statistics for 2020 remain based on the situation as it was foreseen at the beginning of 2020.

2.4.2 Zimbabwe's macro economy

Key economic sectors

The major economic sectors of Zimbabwe are agriculture, mining, manufacturing and tourism. Agriculture includes farming, forestry and fishing; manufacturing is in the industrial sector together with mining; tourism is within the services sector. The Zimbabwean economy is based on the primary sector as the major contributor to economic activity, followed by the secondary sector and lastly the tertiary sector. The following table shows 2020 growth projections by sector. Agriculture is expected to be the leading growth driver, followed by mining, tourism and then the banking and insurance sectors. The other sectors such as construction, household services, transport and communications and electricity and water are expected to marginally contribute. Manufacturing is expected to recover marginally by 0.1 percent.

Table 2.3 2020 Growth projections by sector (Source: National Budget, 2020)

Sector	Growth projection
Agriculture and forestry	5.0%
Mining and quarrying	4.7%
Manufacturing	0.1%
Electricity and water	2.1%
Construction	0.5%
Distribution, Hotels and restaurants	4.2%
Transportation and communication	2.1%
Financial, banking and insurance activities	4.0%
Households-related services	2.8%

Inflation

In late 2016, RBZ released $2 bond notes which were backed by a US$200 million African Export–Import Bank (Afreximbank) loan. Two months later in 2017, US$15 million worth of new $5 bond notes were also released. Despite this, cash shortages in the country continued to get worse with virtually no cash in the banks and the black market exchange system resurfacing. In October 2018, the Monetary Policy Statement of the RBZ required that banks separate foreign currency accounts (FCAs) into two categories, that is Nostro FCAs and Real-Time Gross Settlement (RTGS) FCAs. This created a partial liberalisation of the exchange rate with an official rate of the RTGS Dollar and the Nostro Dollar being at a rate of 1:1. Statutory Instrument 142, released on 24 June 2019, removed the multiple-currency system. The RTGS was now recognised as legal tender, and renamed the RTGS to the new Zimbabwean dollar (ZWL). The $10 banknote came into circulation in May 2020 and the $20 banknote came into circulation in the first week of June 2020[20]. The cash withdrawal limits were increased from ZWL$300 to ZWL$1,000 from the 19th May 2020.

The years 2018 and 2019 have been marked by sharp increases in consumer prices. Inflationary pressures mainly rose from a depreciating currency, adverse market perceptions and decreases in money supply. In January 2019, month-on-month inflation rate was 10.8 percent, which peaked to 39.9 percent by June and then slowed down to 17.7 percent by September 2019 and closed the year at 16.6 percent, which shows a downward trend in the rate of increase. The December 2019 year-on-year inflation rate was estimated to be 521 percent[21]. According to the RBZ, in March 2020, the annual inflation rate had jumped to 676.4 percent, while the month-on-month inflation rate was at 26.6 percent.

It is clear that inflation has generally been on an upward trend from 2018. The high inflation pressures basically emanate from exchange rate volatilities due to a continuously weakening domestic currency. Most retailers and manufacturers import the wares that they sell, the raw material and the components they need in production processes. As a result, their pricing system has to follow the exchange rate movements in order for them to remain profitable. The education sector, just like any other sector in the economy, has not been spared from the bruising effects of the continuously rising inflation spiral. As a result of the inflation scourge, teachers' salaries have been seriously eroded, negatively impacting on their welfare. This has resulted in low teacher welfare and morale, and has resulted in teacher strikes, as they have been demanding inflation-indexed salaries. Schools have also

[20]Reserve Bank of Zimbabwe Press Statement, 15 May 2020
[21]Newsday, 16 January 2020

suffered because they have not been able to plan due to continuously rising prices, which has seen most schools struggling to procure the essential items needed for the day-to-day running of schools and payment of their ancillary staff. With the policy shift towards macroeconomic stabilisation anchored on fiscal and monetary discipline as well as the liberalisation of the forex exchange market, it was expected that the government would be able to reign in inflation so that the country did not run into hyperinflation, although the Covid-19 pandemic has created further challenges in the short to medium term and the macro-economic situation has deteriorated sharply by mid-2020, with excessive inflation and extreme controls reimposed on the forex market.

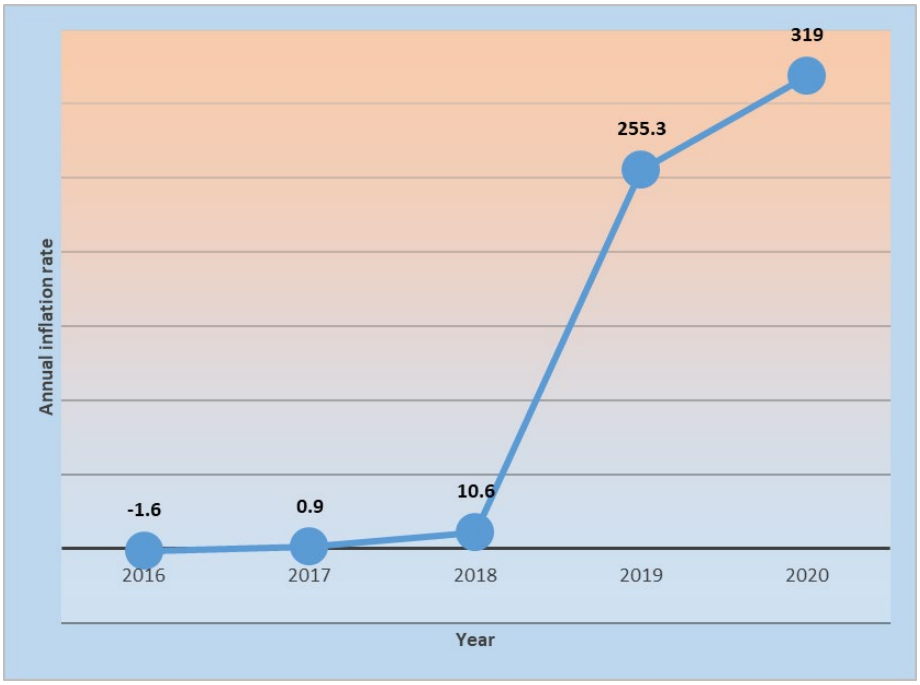

Figure 2.8 Annual inflation rate (Source: IMF country data)

Unemployment

Unemployment reduction and job creation are among the key objectives in a country's policy agenda. High rates of unemployment impact on the ability of parents and guardians to contribute towards education expenditure, which might ultimately lead to low update of education services. Overall the rate of unemployment has been generally low in recent years. Data obtained from the World Bank's country indicators[22] shows that unemployment rate has averaged 5 percent between 2015 and 2019. The table below shows the unemployment rates for the last five years.

Table 2.4 Unemployment rates, 2015-2019 (Source: World Bank country indicators)

Year	Unemployment rate
2015	5.3%
2016	5.3%
2017	5.2%
2018	5.1%
2019	4.9%

[22]World Bank. (2018). Country Indicators, 2018

With particular regard to youth, unemployment has been high. This could be because most young people have little or no labour market experience. Economic stagnation that has characterised the country has been responsible for the high rates of unemployment among the youth. Economic growth and employment creation are strongly correlated. Since the Zimbabwean economy is based on the production and exporting of primary commodities, any structural shocks to key primary production activities such as agriculture will have ripple effects on unemployment. For instance, the country has had poor agricultural seasons in the 2017/18 and the 2018/19 summer cropping seasons. Besides threatening food security, jobs in the sectors which depend on agriculture have been adversely affected. Unemployment has had negative consequences on the economy as whole and on individuals.

Remittances from overseas

Households in sub-Saharan Africa have a long tradition of cross-border migration and associated remittances. During periods of economic or political instability, or simply when opportunities at home are scarce, the funds remitted by migrants are a lifeline that can help keep food on the table, children at school, and roofs over heads. Many Zimbabweans left their country to escape the crises that peaked in 2008, and they have contributed to the support of their family members left behind. Because of the poor circumstances in the country many expatriate Zimbabweans remit regularly and often a substantial proportion of their incomes[23]. Not all of the remittances are in cash, as Zimbabweans in neighbouring countries also send goods, either for the family to use, or else to sell and use the proceeds[24]. Cash remittances may come through formal channels such as Moneygram, but also often either by personal transport, or through trusted friends or relatives.

Inward remittances are substantial although they vary over time (see Figure 2.8); the World Bank estimates that they constituted eight per cent of GDP in 2019[25]. Remittances are important for food security, medical treatment and education expenses. Remittances have been severely impacted during the Covid-19 pandemic; putting further stress on the system and can have an impact on the ability of families to pay school fees and levies into the future:

*...remittances tend to be far more stable as a source of revenue than other external financial flows having almost consistently increased since 2000. However, the economic recession and confinement measures preventing senders from working and earning money could reduce remittances inflows coming from the African diaspora in the coming months. World Bank estimates that remittances flows to Sub-Saharan Africa will decrease by 23% in 2020, compared to 20% globall*y[26].

This would reduce remittances by more than USD 400 million if Zimbabwe's reduction in 2020 was at the predicted average level.

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[23] Truen, S., Jitsing, W., Kgaphola, K., Chisadza, S., Majoro, M., Foshizi, Jimson, L., Imani Consulting, Africa Corporate Advisors (2016). The Impact of Remittances in Lesotho, Malawi and Zimbabwe

[24]Truen, S., Jitsing, W., Kgaphola, K., Chisadza, S., Majoro, M., Foshizi, Jimson, L., Imani Consulting, Africa Corporate Advisors (2016). The Impact of Remittances in Lesotho, Malawi and Zimbabwe

[25]KNOMAD. (2019). Migration and Remittance Data Update. https://www.knomad.org/publication/migration-and-remittance-data-update-remittances-low-and-middle-income-countries-track

[26]Organisation for Economic Cooperation and Development. {2020). http://www.oecd.org/coronavirus/policy-responses/covid-19-and-africa-socio-economic-implications-and-policy-responses-96e1b282/

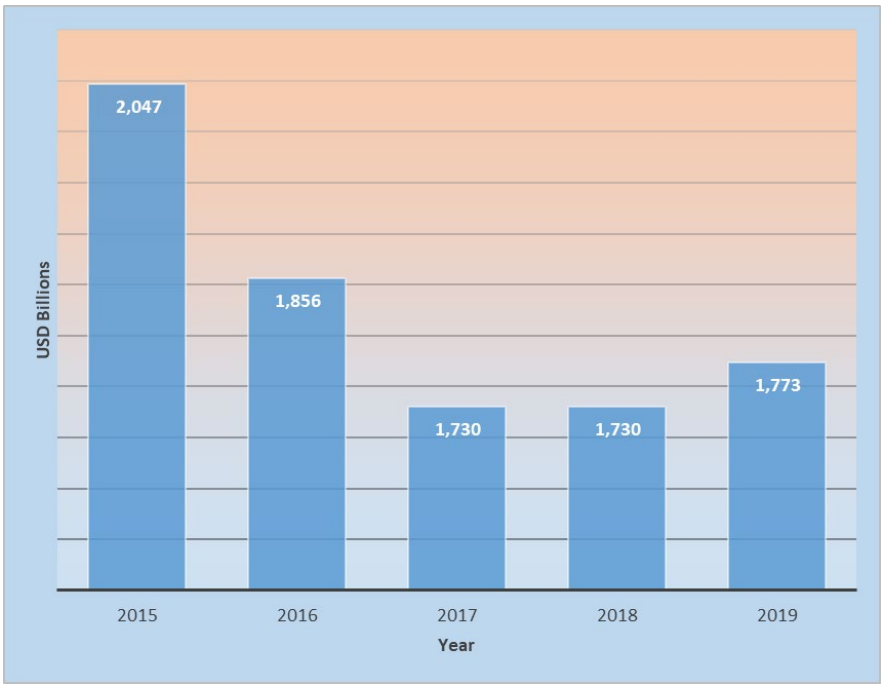

Figure 2.9 Inward remittances to Zimbabwe, 2015-2019 (USD Billions)

Poverty

Chronic poverty now affects nearly three quarters of the population[27] and is especially serious in rural areas. The World Bank estimates that the number of persons living in extreme poverty rose from 4.7 million people in 2018 to 5.7 million people in 2019[28]. The proportion of the population living in poverty has remained remarkably constant during this century (see Figure 2.9)

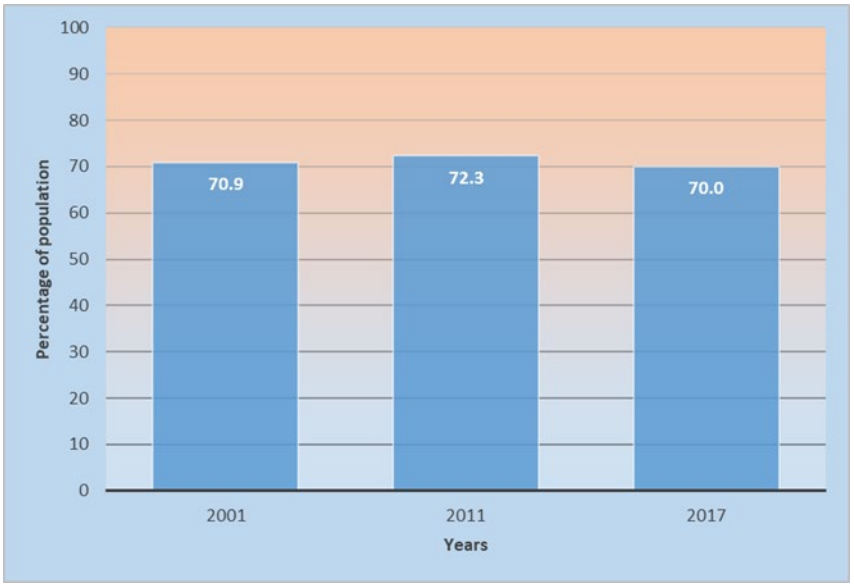

Figure 2.10 Proportion of people in Zimbabwe living in poverty 2000 – 2017 (Source: KNOEMA, 2020)

Poverty is not distributed equally around Zimbabwe. The 2019 Multiple Indicator Cluster Survey (MICS) calculated household wealth distribution using household assets and categorised the households into

[27]Quinn, A. (August 2017). https://borgenproject.org/causes-of-poverty-in-zimbabwe
[28]World Bank. (2019). https://www.worldbank.org/en/country/zimbabwe/overview

quintiles[29]. Given that 34 percent of the population in 2019 was extremely poor[30] then the poorest 20 percent of households is undoubtedly the poorest of the poor. In the two urban centres of Harare and Bulawayo very few households were found in the poorest quintile – less than one tenth of one percent of the poorest households in the country were found in these locations. On the other hand, half of the households (49.9 percent) in Matabeleland North were in this poorest quintile (see Figure 2.10). Other provinces ranged from 15 per cent in Mashonaland East to 30 per cent in Mashonaland Central.

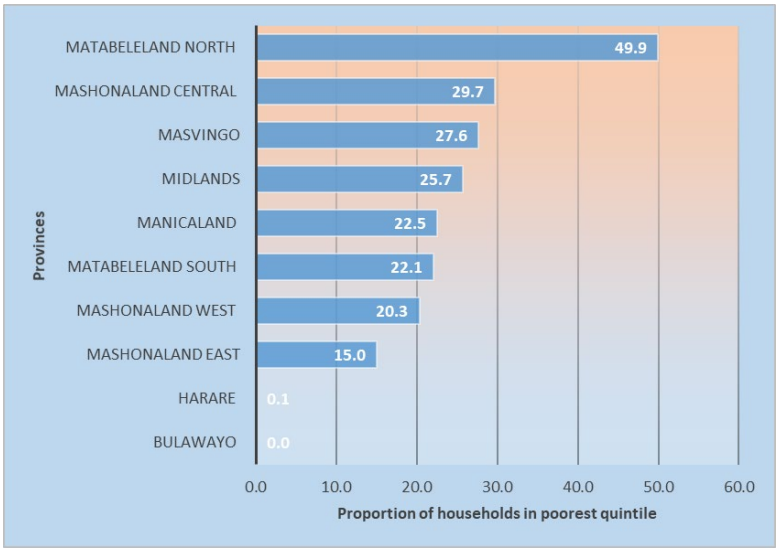

Figure 2.11 Proportion of households in poorest national quintile 2019 (Source: MICS, 2020)

Children from these poorest households are very disadvantaged in terms of school attendance and the level of schooling attended, and male children were the most disadvantaged. Only about one third of children from the poorest households of lower secondary school age were attending secondary school (see Figure 2.11).

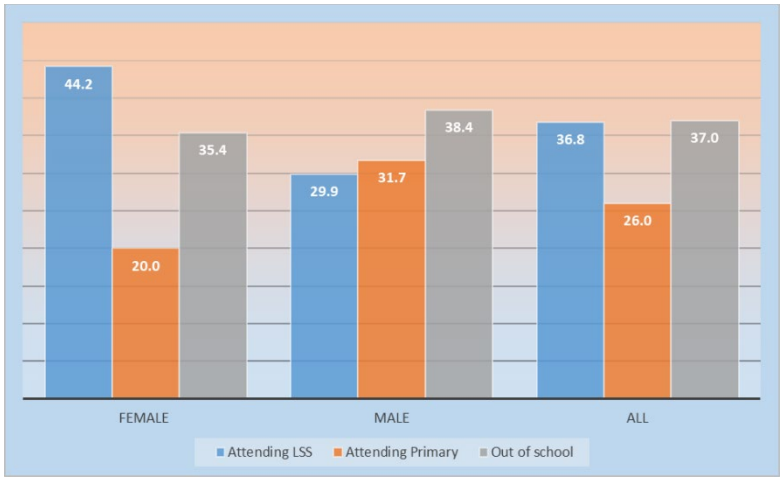

Figure 2.12 Lower secondary age children from poorest quintile of lower secondary age (Source: MICS, 2020, Table L.N.24)

[29]A set of five equal categories consisting of 20 percent of households in each category from poorest to richest
[30]World Bank. (2019). Zimbabwe Education Efficiency Study Preliminary Findings – Draft

The consequences of poverty on educational attainment are shown starkly when comparing children from the poorest households with those from the richest 20 percent of households in Zimbabwe. Substantial numbers of the children from the poorest households complete primary schooling (see Figure 2.12). However only about half make the transition to secondary school compared with nine out of ten of children from the richest quintile. Less than one in five of the poorest complete lower secondary school compared with five out of six children from rich households. At the upper end of schooling, less than one in a hundred children from poor households complete upper secondary schooling, while more than a third of those from rich households do so. Failing to complete each of these stages progressively restricts the choices in life of the learners, and while family wealth may compensate for those from rich households no such opportunities exist for the poor.

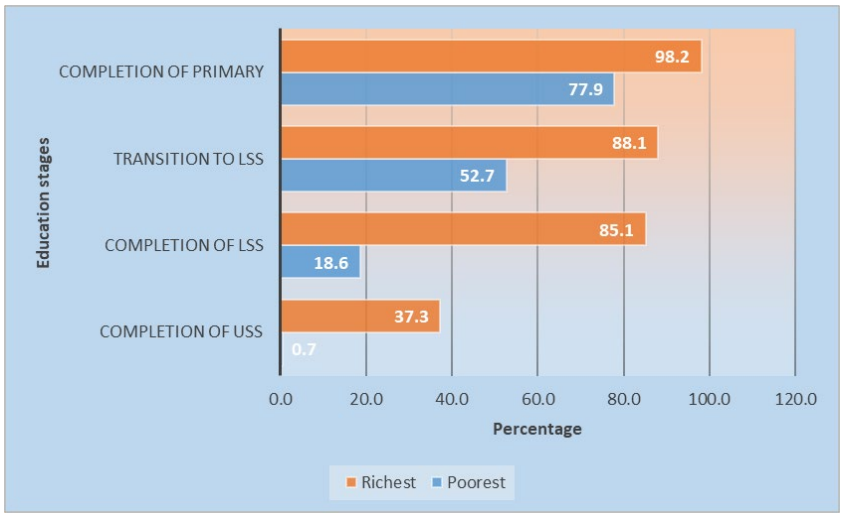

Figure 2.13 Proportion from poorest and richest households completing education stages (Source: MICS, 2020)

Gini Coefficient

The Gini Coefficient is a measure of inequality used to measure how far a country's wealth or income distribution deviates from a totally equal distribution. A measure of 0 means all of the country's inhabitants have an equal share in the country's wealth; a measure of 100 would mean all of the country's wealth is in the hands of one person. The index is not a measure of wealth *per se*. Zimbabwe has a Gini Coefficient of 44.3 which indicates moderate inequality. This is the lowest Index of any of the surrounding countries (see Figure 2.13), with only Malawi close to its measure. This suggests that Zimbabwe is relatively more equal in wealth terms than any of its immediate neighbours; on this measure South Africa is the most unequal country in the region, in wealth terms.

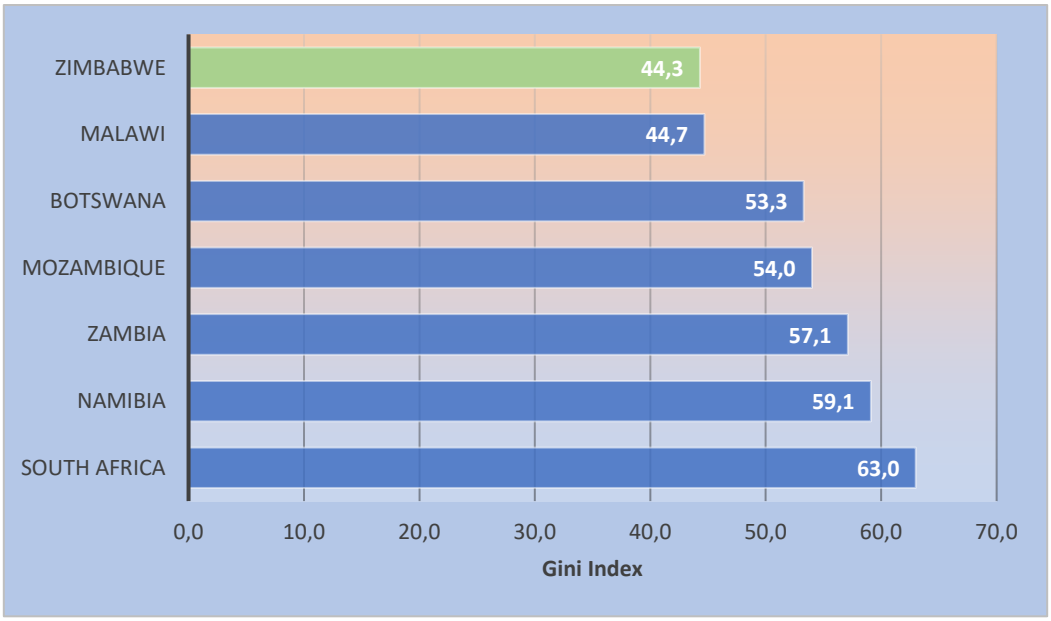

Figure 2.14 Gini coefficient of southern African countries (Source: World Bank data)

2.4.3 Public finance in Zimbabwe

National education funding in Zimbabwe depends on two variables that do not flow directly from education policy i.e. the level of wealth of Zimbabwe, measured by the gross domestic product (GDP); Zimbabwe's capacity to collect a share of those resources, and the size of the share collected.

GDP and GDP per capita trends

In Zimbabwe economic activity has been on a long term decline since the 1980s, with a particularly sharp decline in the early 2000s followed by hyperinflation[31].

In current prices, Zimbabwe's GDP has barely grown in the past five years with an average annual growth rate of 0.28 per cent (see Table 2.7) and real GDP has had large declines in recent years, though the IMF was projecting growth in 2020 in its last report[32]. GDP per capita has fallen over the past few years in current terms and fallen substantially in real terms.

Table 2.5 GDP and GDP per capita trends 2016-2020 (IMF and WB figures)

	2016	2017	2018	2019	2020	Average annual GDP growth
GDP (USD Billions)		Actual		Prelim	Proj	
In current prices	20.549	22.041	22.946	20.703	20.563	0.23%
GDP deflator (100 in 2012)	3.5	26.0	49.5	300.9	148.1	
In constant prices	587.114	84.773	46.356	6.880	13.885	-28.56%
Real GDP Growth rate			-85.6%	-45.3%	-85.2%	101.8%
Population (millions)		14.03	14.24	14.44	14.65	14.86
GDP per Capita (USD)						
In current prices	1,465	1,548	1,589	1,414	1,384	
In constant prices	41,846	5,955	3,210	470	934	

[31]IMF (2020). Zimbabwe: 2019 Article IV Consultation
[32]IMF (2020). Zimbabwe: 2019 Article IV Consultation

Public resources

GoZ potentially has access to funds from two sources – a share of the GDP collected through taxes, licenses and levies, and from external funding. Local funds are mainly raised through taxes, and the relative size of the formal economy (which is taxed) and the informal (which is largely not taxed) is key to mobilising these resources. Countries like Zimbabwe where the formal sector is small find it hard to raise funds. External funds come from development partners as grants, loans and projects but Zimbabwe has been in arrears for many years with a total of USD 8.672 billion owing to multi- and bilateral agencies as at the end of 2018[33], so it has little direct access to such funds. Development partner support goes either to projects or other Non-Governmental Organisations or UN agencies, rather than budget support.

The share of GDP captured for government use has been fairly constant apart from 2018, but this has meant rising revenues (at least in terms of budget projections) and associated per capita contributions to budget operations (see Table 2.7).

Table 2.6 Public resources Zimbabwe 2016-2020(Budget statements[34] and IMF)

	2016	2017	2018	2019	2020 (a)	2020 (b)	Average annual growth
Domestic resources (USD)		3.850	3.869	5.297	6.199	6.945	3.660
Share of GDP (%)	19%	18%	12%	16%	19%	17%	
In constant prices	110.000	14.881	10.701	2.060	4.689	2.472	
Per capita current (USD)	274	272	367	423	467	246	14.9%
Per capita constant (USD)	7,840	1,045	741	141	316	166	

(a) From 2019 Budget Statement projection

(b) From 2020 Budget Statement converted from ZWD at rate for 16 November 2019

Public expenditure

Government expenditure, even in the approved estimates[35], has exceeded income in all of the past five years (see Table 2.9).Expenditure has been fairly stable as a percentage of GDP, however the ratio of recurrent spending (on employment costs, operational costs and interest on foreign and domestic loans) to development spending has been changing. In 2016, development expenditure (on infrastructure, buildings and long-term equipment) was 20 percent of government expenditure. In the current budget it is expected to be double that, at 40 percent. This is the result of a projected fall in government expenditure as a percentage of GDP and a rise in the allocation to development expenditure.

[33]IMF (2020). Zimbabwe: 2019 Article IV Consultation

[34]IMF (2020). Zimbabwe: 2019 Article IV Consultation. Minister of Finance and Economic Development. (2016 – 2020). National Budget Statement

[35]The Tables in this section report on the budget estimates as approved by parliament. Actual outcomes, for both revenue and expenditure, often differ considerably from budget estimates because of various factors including poor external economic conditions and over or underspending by ministries

Table 2.7 Government revenue, expenditure and deficit, Zimbabwe 2000-2020 (Percent of GDP)[36]

	2016	2017	2018	2019	2020	2020
					(a)	(b)
Revenue and grants	18.7%	18.0%	12.4%	16.1%	19.3%	17.2%
Government expenditure and net lending	22.3%	29.0%	17.7%	20.0%	23.4%	18.7%
Recurrent expenditures	17.9%	25.0%	11.7%	13.6%	17.6%	11.4%
Development expenditures	4.4%	4.0%	6.0%	6.5%	6.1%	7.3%
Deficit including grants	-3.6%	-11.0%	-5.3%	-3.9%	-4.1%	-1.5%

(a) From 2019 Budget Statement projection

(b) From 2020 Budget Statement converted from ZWD

Economic forecasts and projections

Forecasting possible directions for the economy of Zimbabwe is fraught with difficulties. In the period since late 2019 there has been a resurgence of inflation, with estimated year-on-year inflation of 676 per cent in March 2020 according to the Reserve Bank of Zimbabwe, and that included a food year-on-year inflation of 807 per cent. At the beginning of 2020 forecasts for the medium term were generally improving[37] but these have now been overtaken by the rapidly deteriorating economic conditions, which will now be further accelerated by the world-wide consequences of the coronavirus pandemic on trade and tourism.

Corruption

Decrying corruption is a persistent theme in the annual budget statements of Zimbabwe's Ministers for Finance and Economic Development. Every budget statement from 2016 to 2020 has numerous mentions of the dangers posed by corruption to the state's economic well-being, and pledges to reduce or eliminate corruption. Some of these statements are simply moralising calls for change or improvement, but others mention specific actions such as counter operations at border posts, reducing the Zimbabwe Revenue Authority (ZIMRA) Commissioner's term to two years, setting up hotlines to encourage whistle-blowers and doubling the funding of the Anti-Corruption Agency. Action against corruption is also a persistent theme in the TSP.

Despite these public calls and actions, the 2019 Corruptions Perceptions Index ranked Zimbabwe 158th out of 180 countries with a score of 24/100[38]. There is widespread perception that public institutions such as the police, the political system and the bureaucracy are corrupt. The major forms of corruption affecting health, education and local government in developing countries (such as bribery, nepotism, embezzlement, theft, mismanagement and absenteeism) are prevalent in Zimbabwe[39].

Besides common forms of corruption, such as bribery in admissions and examinations, the main forms of corruption identified in the country's education sector include nepotism in the recruitment process, deployment and transfers of teachers, corruption in procurement, high rates of teacher absenteeism, misuse of private tuition and sexual exploitation in schools and universities. Economic hardship is

[36]Minister of Finance and Economic Development. (2016 – 2020). National Budget Statement

[37]See for example IMF. (2020). Zimbabwe: 2019 Article IV Consultation

[38]Transparency International. (2020). https://www.transparency.org/country/ZWE#

[39]Chene, M. (2015). Zimbabwe: Overview of Corruption in the Health and Education Sectors and in Local Governments

perceived to be a major driver of corruption in the education sector, as poorly paid civil servants need to develop coping strategies to survive, to the detriment of professional integrity. The current financial situation of teachers related to the devaluation of the currency may lead to more widespread petty corruption such as teacher absenteeism and pushing of private tuition. However, documented fraud cases in the SIGs given to 4,386 schools over four years (i.e. 17,544 school years of grants) as estimated through an annual sample survey, amounted to only eight schools, and of these seven were cleared after further investigation[40], which suggests schools were overwhelmingly open and accountable with these funds.

2.4.4 Public and private spending on education for the past five years

Spending in education consists of GoZ spending, donor grants and loans, and household contributions by parents, in the form of levies, uniforms and learning materials, transport and other costs. Government spending on education is channeled through MoPSE for school and NFE, through the Ministry of Higher and Tertiary Education for post-school education, through the Ministry of Public Service, Labour and Social Welfare for the Basic Education Assistance Module (BEAM), and through other ministries supporting technical education in their own fields.

Budget allocations to MoPSE have been increasing in nominal terms over most of the past five years (see Table 2.9). However, there have been reversals particularly in the past two years when the budget for MoPSE fell sharply in USD dollar terms[41]. The budget allocation to MoPSE as a percentage of GDP has been relatively stable for the past five years, but has been steadily falling as a percentage of both total government expenditure and total vote appropriation (see Table 2.9).

Table 2.8 GDP and GDP per capita trends 2016-2020 (IMF and WB figures)

	2016	2017	2018	2019	2020[a]
Total MoPSE resources (USD millions)	810.43	803.77	905.59	1,132.32	532.22
Allocation categories as percentage					
Employment costs	98.4	98.2	93.7	92.6	43.6
Operational costs	0.9	1.0	4.4	4.2	36.6
Capital expenditure	0.7	0.8	1.9	3.3	19.7
Total resources as percentage of					
GDP	6	4	5	4	5
Total government expenditure	18	16	13	11	12
Total vote appropriations	24	24	20	17	15

a *Converted from ZWD at rate of 16.02*

When compared with neighbouring countries from southern Africa education spending in Zimbabwe as a proportion of GDP is on the low side (see Figure 2.14) at 4.6 percent, although it is close to that in Malawi and Zambia which were both on 4.7 percent in 2018. Only Namibia registered a lower proportion of GDP spent on education at 3.1 per cent in 2014 according to the World Bank figures[42],

[40]EDF. (2020). 2019 GPE-EDF End-Year Progress Update 8 December 2019. PowerPoint

[41] In 2020 the Zimbabwean budget was delivered in Zimbabwe dollars. For purposes of consistency the allocations in this report have been converted to USD at the rate prevailing at the date of the budget speech to Parliament, which was 16.02 to the USD

[42] World Bank. (2018). Country Indicators, 2018

while Mozambique, South Africa and Botswana all allocated considerably higher proportions of GDP to education.

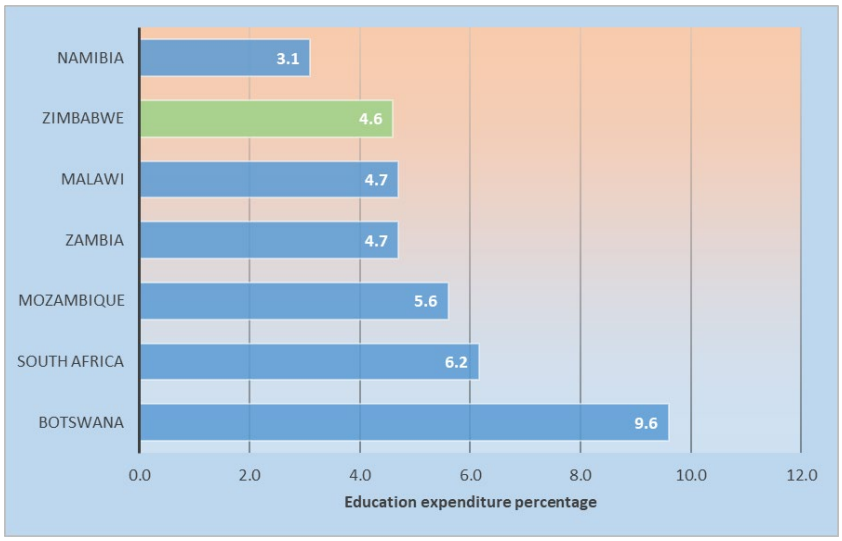

Figure 2.15: Education expenditure as a percentage of GDP (Source: World Bank country indicators, 2018)

The reliance on non-government funding for the operation of schools is shown clearly by the percentage of spending on employment costs (see Figure 2.15). Spending more than 90 percent of the budget on employment costs and less than five percent each on operations and capital categories means that it would be impossible to build, repair and operate schools effectively. The 2020 budget is a marked departure from the prevailing pattern of allocations with employment spending halved to 44 percent and the operational budget raised to 37 percent, and with a corresponding jump in capital allocation to 20 percent. It is not clear how the government intends to reconcile halving the employment budget but retaining the same number of teachers.

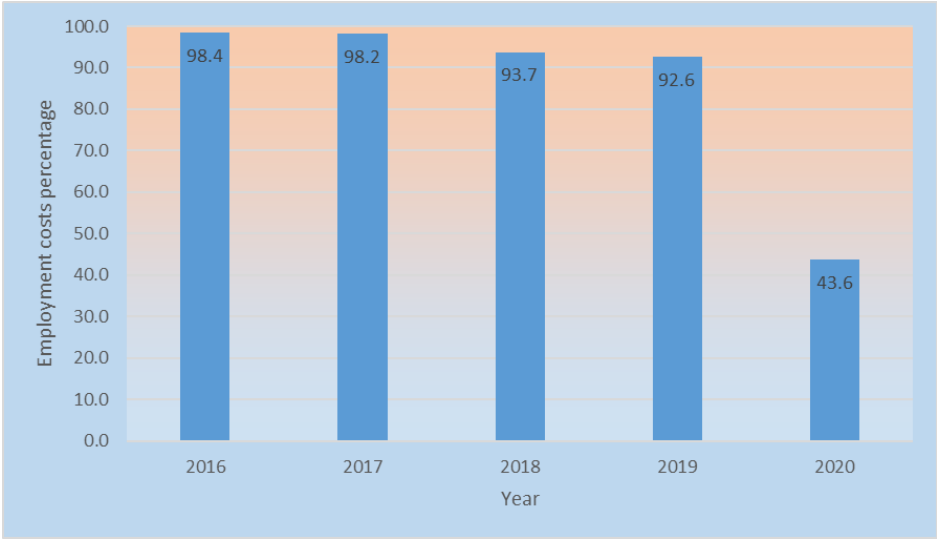

Figure 2.16 Percentage allocation of MoPSE budget to employment costs

2.4.5 Major current challenges to the education sector in Zimbabwe

The persistent fragile macro- economy remains the major challenges to education, increasing chances of inequities and reduced access and impacting on the learning outcomes as well. Parents to a large extent provide funding for education, if the burden on family finances is too high as a result of the poor macroeconomic conditions, problems of education access and equity will be further exacerbated. The learners find it difficult to stay in school when there are opportunities to engage in other activities that generate income so as to address the iniquity of poverty. Gold panning is a major attraction.

The issue of teacher remuneration has remained persistently a threat to education service delivery, primarily because the inflation has continued to erode their earnings to the point of rendering to teacher incapacitation, and this is compounded by the school closures due to Covid-19. There will be need to overcome the inertia associated the school closures and regenerate the momentum that existed before.

Covid-19 has presented an unprecedented challenge to the system exposing the lack of forward planning. There is an imminent likelihood of an increased number of school dropouts in 2020 due to the indefinite school closures. Dropouts may result from early marriages and child pregnancies and more adversely affect girls than boys and Children with Disabilities (CWDs). The majority of the parents are in the informal sector and their business chain has been severely disrupted by Covid-19. They will find it difficult to pay the fees/levies demanded by schools which will affect their ability to operate effectively once schools are able to reopen.

2.5 Summary of Key Points

The analyses and information presented in this chapter shows that the environment in which the education sector functions continues to be challenging:

- In December 2019 the inflation rate was 521 percent, which increased to 676.4 percent in March 2020
- The current financial situation of teachers related to the devaluation of the currency may lead to teacher absenteeism and more private tuition
- The Education Budget was reduced in USD terms between 2019 to 2020 from USD 1.132 billion to USD 532.2 million
- The budget costs for salaries dropped from 92.6 percent of the education budget in 2019 to 43.6 percent in 2020
- The school aged population is 40.7 percent of the population and is projected to increase from 5,657,412 in 2019 to 7,260,398 in 2025
- Diseases that affect the school aged population and school attendance include cholera, typhoid, HIV/AIDS, malaria and Covid-19
- Humanitarian challenges relate to weather and climate change
- The TSP will be succeeded by the National Development Strategy (2021-2025) which is currently under development
- Major threats to maintaining the gains made in education in terms of improved learning outcomes, include the persistent fragile macro-economy, teacher capacity and motivation, and the secondary impacts of Covid-19

3. Education Sector Performance and Governance

3.1 Introduction

This chapter examines key issues relating to performance and governance of the education system in Zimbabwe, with particular focus on the role of MoPSE. Following the introduction, this chapter comprises the following sections: institutional architecture of the education system; performance of the education sector; organisational features of MoPSE; sector governance bodies and partnerships; electronic data management systems; M&E of schools; customer service and communications.

3.2 Institutional Architecture

The structure of the Zimbabwe education system is presented in Figure 2.13. Primary education consists of nine years which is made up of four years of infant education and five years of junior education. Secondary education is made up of four years of lower secondary education and a further two years of optional upper secondary education. Non-formal education (NFE) is under MoPSE's remit and is for learners (both children and adults) who do not have access to formal education. Tertiary education is under the control of the Ministry of Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development (MoHTEISTD). Other ministries control a variety of technical and vocational colleges and academies.

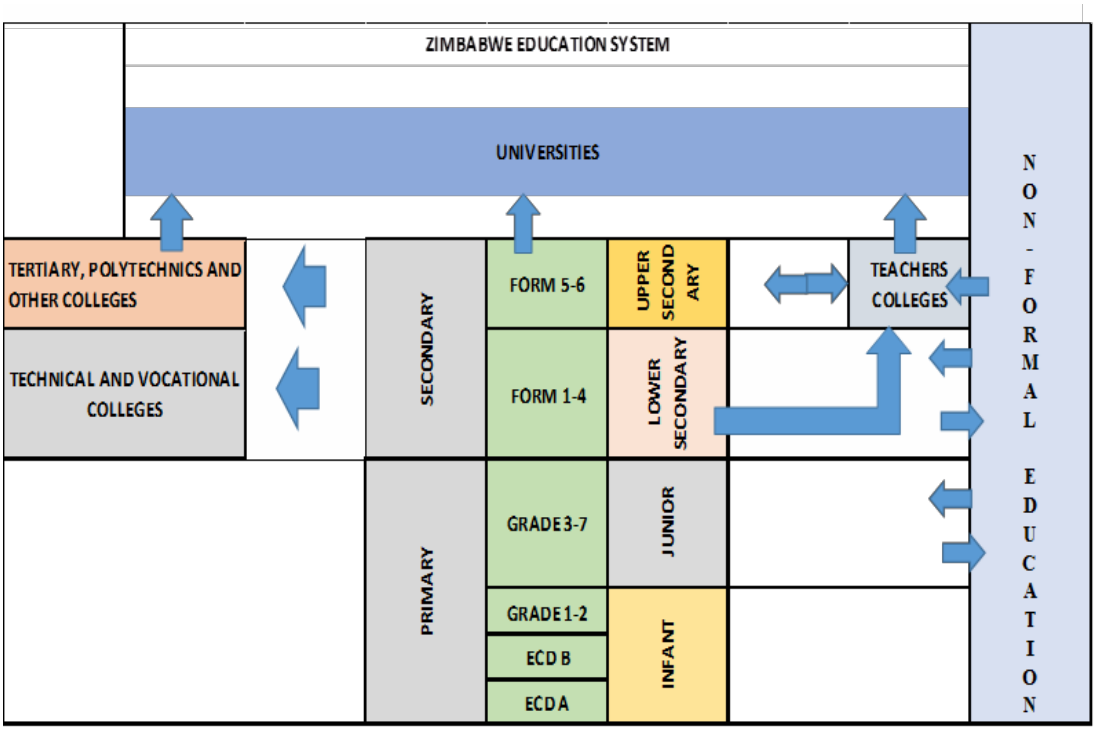

Figure 3.1 Structure of the Zimbabwe Education System (from 2019 Annual Statistical Report)

The main features of the formal primary and secondary education are as follows:

- Infant education consists of four years of schooling which is made up of two years of Early Childhood Development (ECD A and ECD B) and Grades 1 and 2. Learners enter ECD A in the year that they turn four. The ECD years develop the learners through play and they are expected to get pre-formal skills in reading, writing, speaking and listening. There is formal teaching at Grade 1 and Grade 2 of all subjects in the school curriculum

- Junior education consists of Grades 3 to 7, officially for eight to 12 year olds. There is a policy of automatic promotion from Grades 3 to Form 4 (lower secondary). In grade 7, the learners sit the Grade 7 examinations which consist of Mathematics, English, General Paper, Agriculture and a local language
- Lower secondary consists of Forms 1 to 4, officially for 13 to 16 year olds, and is culminated by the learners sitting for Ordinary Level ("O" Level) examinations. In Forms 1 and 2, the learners are exposed to a variety of subjects which offer them the opportunity to discover their own intellectual abilities, aptitudes and interests
- Upper secondary consists of two years which are completed by the learners taking the Advanced Level ("A" Level) examinations. The classes are called Lower 6 (or Form 5) and Upper 6 (or Form 6) and they are officially for 17 and 18 year olds

The Zimbabwe School Examinations Council (ZIMSEC), a parastatal under MoPSE, administers and manages all national examinations, (Grade 7 examinations, "O" Level and "A" Level examinations) as well as the Zimbabwe Early Learning Assessment (ZELA). The ZELA is an annual national assessment of learner performance in language and mathematics.

The NFE Policy of 2015 provides for high quality, relevant and inclusive non-formal education. NFE provides a second chance for education to children, youth and adults who have not started school or who have not been able to complete their education. NFE takes place under the auspices of MoPSE.

Tertiary education comes under the management of MoHTEISTD. The institutions that come under MoHTEISTD include universities, polytechnics and colleges. Quality assurance of the education sector is done through the Zimbabwe Council for Higher Education. Examination policies, regulations and procedures for TVET come under the Higher Education Examinations Council. The National Qualifications Framework (2018) will be a quality assurance tool which will benchmark courses thus allowing learners mobility between institutions at a national, regional and international level.

3.3 Performance of the Education Sector

MoPSE's interventions and performance are conducted within international, regional and national frameworks. In particular, these include the SDGs, the Continental Education Strategy for Africa's (CESA's) 12 Strategic Objectives (Appendix 3.1) and Zimbabwe's current ESSP. Regarding the CESA, Zimbabwe is addressing the Strategic Objectives through various programmes such as the Teacher Capacity Development, curricula review, Teacher Professional Standards, enhancing Science, Technology, Engineering, Arts and Mathematics (STEAM), school infrastructure development, and strengthening school governance which are discussed in subsequent chapters. This section focusses specifically on the SDGs and ESSP.

3.3.1 Sustainable Development Goals

Zimbabwe has integrated and mainstreamed the SDGs into its National Vision 2030, and development and macroeconomic policies such as the National Budget. While MoPSE is mandated with the implementation of SDG 4, its achievement of this SDG will also realise the attainment of the other

SDGs[43]. SDG 4 is: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".

Achievements that have been made by Zimbabwe in respect of SDG 4 are stated in Appendix 3.2. In summary, gross intake rates (GIR) have remained above 100 percent, and there has been steady progress on Net Intake Rates, National Enrolment Rates (NERs), completion rates, and Gross Enrolment Rates (GERs) for ECDs. ICT is a compulsory curriculum Learning Area from infant level, although this is a challenge in areas where there is no electricity. However progress has been made on the electrification of schools. Access facilities for the disabled have been improved. The Gender Parity Index (GPI) has remained largely in favour of female learners, indicating the need to reexamine balancing current interventions on girls' education with support for boys' education in affected areas. There has been an increase in the numbers of teachers and in the percentage of qualified teachers. The literacy rate in Zimbabwe is around 94 percent. A snapshot of sector performance against targets is presented below.

3.3.2 Education Sector Strategic Plan

MoPSE identified four pillars for the ESSP 2016 – 2020 i.e.

- Access for all which will include providing adequate infrastructure, opportunity for NFE; early identification of children at risk of not entering the system, dropping out or falling behind and strategies to support those unable to meet fee and levy charges
- Quality and relevant learning with the introduction of a competency-based curriculum that includes ICT, STEAM, Education for Sustainable Development (ESD) and in later years a strong life skills component
- Learner focused, to be achieved by building, developing, monitoring and upgrading the professional skills of teachers already in the profession and by working with MoHTEISTD to have responsive pre-service teacher-training curricula
- Strong leadership, management and monitoring providing efficient and effective service delivery within an institution that has an appropriate structural framework

These pillars are consistent with SDG 4 and CESA. The ESSP has been reviewed on an annual basis through the research and production of annual ESPRs and JSRs. This has allowed the implementation of a results-based monitoring approach, whereby appropriateness of indicators are reviewed every year and activities are modified through the JSR aide memoire. On advice given during several consecutive JSRs, the indicators of the ESSP were revised in 2018. Out of a total of 60 indicators, 27 were revised (see Table 3.1 below). Targets were met or surpassed for 27 indicators.

[43] The five other SDGs with direct reference to the education sector are: health and well-being (SDG 3, target 3.7)**:** Gender equality (SDG 5, target 5.6): Decent work and sustainable growth (SDG 8, target 8.6); Responsible consumption and production (SDG 12, target 12.8)**;** Climate change mitigation (SDG 13, target 13.3)

Table 3.1 Summary of indicators from the ESSP 2016-2020

Level of indicator	Total number of indicators	Number revised in 2018	Total met or surpassed
Key performance indicators	4	3	0
Infant	9	6	3
Junior	21	15	7
Lower secondary	15	6	8
Secondary	4	0	2
Primary and secondary	3	0	3
Non-formal education	8	0	4
TOTAL	60	27	27

A survey undertaken by the CTT in April 2020 of MoPSE staff at Head Office, provinces and district levels identified a number of significant achievements of the ESSP (Appendix 3.3.) These included increased enrolment, policy development, rolling out the new curriculum, improved infrastructure including WASH in Schools (WinS), in-service teacher-training, provision of textbooks and improved school governance.

Progress in achieving ESSP indicators (and those for GPE and EDF) were provided in the 2019 ESPR (Appendix 3.4). Progress has been mixed over the last five years. According to the survey undertaken by MoPSE staff, constraints tend to fall into financial and capacity constraints which are further discussed in chapter 9.

3.3.3 Impact of the Education Development Fund

Trends in all phases of EDF implemented in Zimbabwe is evident of the positive impact of the Fund on the education sector. Notwithstanding the macro-economic situation, characterised by high inflation rates and changing monetary policies which resulted in high staff turnover and devaluing of financial resources for operations, the major targets were met. Whilst there were some competing priorities and the diversion of some resources to humanitarian responses, generally the Fund has positively impacted on the entire education system in interventions to increase access and improve quality of education.

3.4 Organisational Features of the Ministry of Primary and Secondary Education

3.4.1 Strategic direction

The strategic direction of MoPSE is guided by its vision, mission and values.

The vision of MoPSE is:

- To be the leading provider of 21st century inclusive quality education for socio-economic transformation

The mission of MoPSE is:

- To provide equitable, quality, inclusive, relevant and competence driven primary, secondary and non-formal education

The core values organisational values of MoPSE are**:**

- Commitment
- Integrity
- Empathy

- Teamwork
- Accountability
- Transparency
- Good governance

However, the organisational review conducted by Ernst and Young[44] found that over 16 percent of staff believe that there is a mismatch between MoPSE's values and what is being practiced and communicated by its leadership. Over 15 percent stated that staff are not abiding by MoPSE's organisational values.

3.4.2 Mandate, functions and strategic objectives

The mandate of MoPSE is to provide a wholesome primary and secondary education for all Zimbabweans. The education system should also be accessible, affordable and enable citizens to participate in the socio-economic transformation of the nation.

The functions of MoPSE are:

- Provide and , quality, inclusive, holistic and relevant Infant (ECD A and B, Grade 1 and 2) junior (Grade 3 -7) and secondary education
- Strategic planning and development, research, implementation, monitoring and review of polices for the development of primary and secondary education
- Review the curriculum with a bias towards Mathematics, Science, Technology, ICT, Entrepreneurship and orientation towards industry
- Promote mainstreaming, access to and participation in school sport, arts and culture
- Administer all public examinations (Grade 7, "O" and "A" Levels)
- Provide and facilitate the acquisition of essential equipment for education

Additionally, MoPSE's Client Service Charter[45] states that MoPSE is committed to accomplish specific obligations, including:

- Provision of effective and efficient delivery of Infant, Junior and Secondary Education services
- Maintain high levels of accountability in the management of financial, human and material resources at all levels
- Maintain Child Friendly School environments
- Attain the highest possible learning outcomes to enable its clients to fully participate in national development as well as benefiting from indigenization and empowerment drive.
- Uphold School Functionality Standards
- Conduct feedback surveys to determine to ascertain customer satisfaction.

The Ministry's Strategic Objectives are:

[44] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

[45] Ministry of Primary and Secondary Education. (2019). Client Service Charter

- Access for all, including providing adequate infrastructure, opportunity for NFE and early identification of children at risk of not entering the system, dropping-out or falling behind and strategies to support those unable to meet fee and levy charges
- Quality and relevant learning with the introduction of a competency-based curriculum that includes ICT, STEAM, ESD and in later years a strong life skills component
- Focus on learning outcomes to be achieved by building, developing, monitoring and upgrading the professional skills of teachers already in the profession and by working with MoHTEISTD to have responsive pre-service curricula
- Strong leadership, management and monitoring providing efficient and effective service delivery within an institution that has an appropriate structural framework

3.4.3 Structure

MoPSE is the largest government ministry by staff numbers, with an approved staff establishment of 140,594, comprising teaching and non-teaching posts[46]. Virtually all of its previous budgets have gone towards employment costs[47]. The structure of MoPSE comprises the Head Office in Harare, and decentralised Provincial Education Offices (PEOs) in each of the 10 provinces, and District Education Offices (DEOs) in each of the 72 education districts.. The organogram for MoPSE is contained in Appendix 3.5. MoPSE's Head Office comprises departments, divisions and units. According to MoPSE's website, the main organisational entities at Head Office are:

- Centre of Education, Research, Innovation and Development
- Communications and Advocacy Unit
- Curriculum Development and Technical Services Department
- Human Resources and Discipline Department
- Internal Audit Unit
- Legal Department
- Primary, Secondary and Non-Formal Education Department
- Procurement Management and Business Development Unit
- Psychological Services, Special Needs and Learner Welfare Department
- Strategy, Policy Planning, Research and Statistics Department
- Finance Department

The PEOs are largely responsible for:

- Implementing policies determined at the national level
- Overseeing certain human resource management and recruitment functions for the province
- Assisting with planning and infrastructure
- Managing the process of registration of new schools
- Supporting DEOs and schools

DEOs are continuously engaged with schools in districts, conducting financial oversight and education quality assurance, and helping schools manage other issues as they arise.

[46] Public Service Commission. (2020). Establishment Control: Review of the Ministry Structure: Ministry of Primary and Secondary Education

[47] World Bank. (2019). Zimbabwe Education Efficiency Study Preliminary Findings – Draft.

PEOs are headed by Provincial Education Directors. The work of the offices is guided by Provincial Operational Plans (POPs). DEOs are headed by DSIs. The work of the offices is guided by District Operational Plans (DOPs). The approved staff establishment for 2018 at Provincial and District levels has on average approximately 56 staff members at each PEO and on average 18 staff members at each DEO .

In the 2019 Holistic Organizational Development review undertaken by Ernst & Young, the Ministry's current organisational structure is identified as a functional model, which is prevalent in the public sector. It was deemed appropriate, considering the large size of MoPSE, where clear assignment of roles is important to ensure achievement of its stated goals. Ministries of education in other African countries, such as Kenya, Namibia, and Zambia, also use functional organisational structures[48]. Strengths of the functional structure include grouping employees by their knowledge and skill areas, which helps achieve a high degree of performance through specialisation, clear communication, and accountability. However, there is risk of a silo approach, which may diminish inter-departmental communication and coordination. Some departments lack clarity of their mandates, creating inter-departmental misunderstandings. Task execution in such instances may be delayed or compromised. Cross-cutting issues such as gender and disability may become marginalised if these are not adequately mainstreamed into all departments' activities.

MoPSE's Detailed Establishment Table has been reviewed three times during the period 2018 - 2020. In the process, there have been attempts to incorporate the findings from the aforementioned review, including realigning spans of control in some departments, filling of critical positions left vacant following the freezing of recruitment by the Public Service Commission and adopting recommended structural changes in some department so that MoPSE can effectively deliver on its mandate. A major concern has been delay in filling of some vacant posts, which has resulted in some officers working for more than three years in acting positions which undermines morale.

A relevant organisational structure and a full complement of requisite posts has to be matched by suitable personnel and organisational culture. Appropriate attitudes, especially among the majority of junior level employees is a challenge. At leadership levels, MoPSE requires "change agents" who are capable of influencing and driving the organisation in the desired direction. There is need to have staff with innovative and creative approaches taking the lead. This is a challenge when most public service entities tend to be risk-averse.

3.4.4 Institutional and Human Resource Capacity Development

An organisational development review of MoPSE was undertaken in 2019[49]. This was followed by development of a costed capacity development plan[50]. The plan proposed wide-ranging capacity development over a period of four years, across nine thematic areas i.e.

- Organisational environment

[48] Ernst and Young (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)
[49] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)
[50] Ernst and Young. (2019). Holistic Organisational Development - Ministry of Primary and Secondary Education (MoPSE) Costed Capacity Development Plan

- Organisational structures
- Human resource staff
- Policies
- Work processes/procedures
- Skills
- Organisation practices
- Infrastructure (learning and teaching environment)
- Client/stakeholder satisfaction

Skills audit

A skills audit of MoPSE was undertaken as part of the aforementioned organisational development review. It found that the overall current skill/competency level stands at approximately 60 percent., with a skill/competency gap of approximately 40percent. Based on the findings of the skills audit, in order to embed a high performance culture in MoPSE, soft skills gaps which need to be urgently addressed for the achievement of the strategic goals outlined in the 2016-2020 ESSP include the following:

- Self-organisation and personal effectiveness
- Commitment to customer service excellence
- Strategic perspective and goal management
- Change management
- Leadership and team working

According to the aforementioned report, technical competencies that require improvements include the following:

- Finance and administration including basic financial competency
- ICT, e-learning and communication strategies
- The new curriculum particularly at under-performing and satellite schools
- Guidance & (G&C) Counselling skills
- Project management

Ernst and Young states that unless the above competency gaps are not addressed urgently, the following adverse results will continue to get worse:

- Mismanagement and maladministration of finances at school level
- Increase in operational costs
- Increased workloads for both teaching and non-teaching staff
- Challenges in meeting expected educational quality standards
- Increasing customer complaints
- Difficulties in introducing new work practices and methods

Knowledge and perceptions of staff

Positive findings were noted in the organisational development review[51], regarding knowledge and perceptions of staff. These included:

- High number of staff being knowledgeable of and having clarity of the Ministry's vision and values
- High level of understanding by staff of MoPSE's strategic goals
- High understanding of how employees' work is aligned to corporate goals
- High level of teamwork
- High number of staff who feel they are treated with respect
- High number of employees who know what is expected of them
- High level of staff commitment

However, areas for improvement were noted, including the following;

- High number of staff who believe the Ministry is not prepared to meet the challenges of the next 12 months
- High number of staff who do not feel engaged by the current performance management process
- High number of staff who reported they are frequently overwhelmed by the amount of work they must do
- High perceptions that promotions are not based on merit
- Low level of job security, with a minority of staff feeling secure in their jobs
- High number of employees who felt the Ministry does not reward hard work
- High number of employees feeling the Ministry does not offer rewards based on performance

3.4.5 Responses and challenges to the organisational development review

The Centre for Education, Research, Innovation and Development (CERID) is currently part of MoPSE's structure, in response to the Ernst and Young's 2019 Holistic Organisational Development Study, but its establishment requires formalisation. CERID lost staff seconded to it primarily because it is not part of the MoPSE structure, hence seconded posts were not established posts. The Department has already undertaken the formative assessment of the School Feeding Policy (SFP) and led data collection in national consultations for development of the draft School Financing Policy. A consultant is currently working with CERID on capacity-building of the Department, funded through GPE. The Communications and Advocacy Department was established to develop and deliver the Communication Strategy, in response to the aforementioned Ernst and Young Study.

However, arguably there is lack of capacity in policy and programme implementation, which may be partially due to staff turnover, retirements and delays in filling vacant posts. It took more than four years for institutionalisation of the Centre for Education, Research, Innovation and Development. The School Financing Policy has remained on the drawing board for more than two years. The filling of

[51] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE).

critical vacant post in some cases has taken more than three years. A top-down approach to policy implementation remains a challenge to effective implementation.

According to MoPSE's 2020 Detailed Establishment Tables, the Ministry has a total of 160 senior managers at Head Office and provincial and district levels. Out of this total, 36 senior managers will be retired during the period 2020-2025 as shown below.

Table 3.2 2020-2025 MoPSE senior managers' retirement projections (Salary Services Bureau, 2019)

Station	Designation	2020	2021	2022	2023	2024	2025	Row Totals
Head Office	Chief Directors	1	1	0	0	1	0	**3**
	Directors	1	3	0	0	0	2	**6**
	Deputy Directors	0	1	0	0	1	0	**2**
Provinces	PEDs	0	2	1	0	1	0	**4**
	Deputy PEDs	0	3	0	1	0	1	**5**
Districts	DSIs	2	3	1	3	3	4	**16**
	Column Totals	**4**	**13**	**2**	**4**	**6**	**7**	**36**

Successful implementation of the Ministry's programmes might be adversely affected in the absence of senior managers.

3.5 Sector governance bodies and partnerships

3.5.1 Education Coordination Group

The Education Coordination Group (ECG) functions as the Local Education Group, as stipulated by GPE. The ECG aims to meet every six weeks, but sometimes less frequently in accordance with circumstances. It is chaired by MoPSE's Minister, and the Permanent Secretary is the deputy. The ECG includes MoPSE senior management, Civil Society Organisations including private sector organisations, development partners such as the UK Foreign and Commonwealth and Development Office (FCDO), the European Union and the German Development Bank (KfW) as well as UN agencies such as UNICEF, UNESCO and the World Bank. UNICEF supports MoPSE as the secretariat. Existence of ECG offers MoPSE a strong supportive governance structure that has the necessary expertise to guide the sector, if fully utilised.

The ECG is the national forum for regular multi-stakeholder meetings to provide support on policy and strategic issues in education, and coordinate support to the education sector with different stakeholders and bodies thus providing a sector-wide framework for support to MoPSE priorities. It is an umbrella mechanism to monitor all Ministry and planned bilateral and multilateral funding and impact on progress towards achieving SDGs and Vision 2030. The ECG takes the lead in monitoring and adjusting progress on the ESSP 2016-2020 through annually produced ESPRs and JSR reports, and regular joint monitoring visits (JMVs) of schools and districts led by MoPSE and which include education partners and stakeholders.. The ECG also reviews GPE programming at least quarterly, to determine progress against the agreed milestones and targets for both the fixed and variable tranches of GPE funding.

3.5.2 Education Development Fund

The purpose of the EDF is to support the education sector by assisting MoPSE to realise its objectives of achieving universal and equitable access to quality educational services for all Zimbabwean learners. The EDF steering committee generally meets quarterly, to make policy and programme decisions on matters relating to the EDF pooled funding, which is provided by FCDO and the German Development Bank (KfW).

Overall focus has been on strengthening the Ministry's capacity, including Zimbabwe's teachers, to deliver quality and relevant education for all. EDF aimed to achieve the planned results by investing substantially on systems development and strengthening government capacity at the central, provincial and district level, with stronger emphasis on policy, budgetary and strategic frameworks that provide support to sustained sector development. Intended improvements in schools' performance is undertaken through school improvement grants (SIGs), which are managed by UNICEF. Planning, implementation and monitoring of EDF-supported programmatic activities are supported and overseen by the EDF Steering Committee, which is chaired by UNICEF.

3.5.3 Education Cluster

The Education Cluster was established for emergency preparedness and response, led by MoPSE and co-chaired by UNICEF and Save the Children. After Cyclone Idai in early 2019 the Education Cluster mechanism was reactivated, following a period of dormancy. The Education Cluster, including MoPSE, was heavily involved in carrying out the Humanitarian Needs Overview and developing a Humanitarian Response Plan to prepare emergency responses to critical needs in education for 2020. Membership comprises a wide range of over 20 civil society organisations and international NGOs such as World Vision, Plan International and Save the Children, as well as donors including FCDO.

The Education Cluster's work in 2019 included a rapid assessment and data collection, development of a sector response plan, and regular situational reports. Responses included reconstruction of school infrastructure and Water, Sanitation and Hygiene (WASH) facilities, and a vaccination campaign for cholera. In response to food insecurity, the Education Cluster has used input from EMIS to identify target groups of learners and others to inform a response plan. The Cluster is also focusing on strengthening the SFP. The Education Cluster developed an assessment tool for drought-affected schools and supported the development of Psychosocial Support Services (PSSS) materials used for the training of provincial team leaders and, in collaboration with Learner Welfare Psychologist Services and Special Needs Education, ministries and partner organisations, the development of a standardised training package for use by all partners in future disaster situations affecting schools. The Education Cluster developed a Covid-19 response strategy, which provides a roadmap for the education partners to support the sector.

3.5.4 UNICEF and its role as Global Partnership for Education Grant Agent

UNICEF Zimbabwe has been the fulcrum of the UN collaboration and has delivered an increasingly ambitious range of interventions with a fairly robust synchronised approach, and working with MoPSE structures at all levels. UNICEF operates within the framework of the Zimbabwe United Nations Development Assistance Framework, with considerable emphasis on the education sector.

UNICEF is Grant Agent for both GPE and in addition to supporting the ECG secretariat it has maintained good coordination and collaboration with MoPSE to implement GPE-supported programmes. UNICEF's

close engagement with the Ministry consists of the provision of technical support to programme planning, implementation, monitoring and quality assurance at all levels.

UNICEF has assisted in managing and coordinating GPE and EDF programmes, despite the administrative burdens of GPE being more considerable than for EDF. To a large extent, UNICEF has managed to ensure that much of what was delivered occurred within MoPSE structures, and thus helped to promote a strong sense of local ownership of programmes funded through GPE and EDF.

3.5.5 The Foreign and Commonwealth and Development Office

The UK Government supports the education sector through the Foreign and Commonwealth and Development Office (FCDO)[52] and the British Council. FCDO has been a key funder and supporter of the education sector with bilateral, central and multilateral support in Zimbabwe for over eight years. The programmes are regularly reviewed to ensure complementarity and shared learning and production of evidence for wider system reforms. Bilaterally FCDO has provided £35.1 million (2015-19) to the multi-donor Education Development Fund (EDF) and additional funding through the TEACH programme (2019-2024) to contribute to a positive shift in the trajectory of learning outcomes in Zimbabwe; leaving no child behind. The TEACH programme focuses on improving the quality of teaching, the equitable access to education for all children and by strengthening the education system in key areas.

FCDO has provided £39 million from 2012 to 2022 to the Zimbabwe Girls' Secondary Education Programme (ZGSE), managed by CAMFED. FCDO also provides funding for the education sector through its centrally managed programme: the Girls Education Challenge Fund (GEC-T) programme. This is providing funding through three NGOs in Zimbabwe to improve access and quality of education for marginalised girls; CAMFED and World Vision over 4 years (2017-2021) for a total of £29.8m; and Plan International for 6 years (2018-2024) with £12.1m.

On a multilateral level, FCDO supports the Global Partnership for Education as a key donor to the fund. FCDO is the Coordinating Agency for GPE in Zimbabwe for all three programmes: two delivered by UNICEF as the GA and one by Save the Children as the GA. FCDO helps to facilitate development partners' engagement and continues to effectively play a role in facilitating communication, interaction and engagement between them. FCDO provides technical support and assistance and its support is aligned to GoZ's Vision 2030, of the ESSP, and MoPSE's priorities i.e. equitable access for all children, including those that are marginalised such as girls and boys in certain districts, the poorest children and those with disabilities; improving quality of teaching and learning across the country, including teachers' professional development, and systems strengthening on key reforms such as in the curriculum roll-out, school financing, inclusion, and early childhood education policies and reforms.

FCDO has confirmed its strong commitment to the education sector and at the 2019 JSR (held in February 2020) pledged to continue supporting Zimbabwe in the achievement of SDG 4, including all children and young people (especially the most marginalised including girls, the poorest children and those with disabilities) to be supported to learn in a safe environment and to fulfil their potential by learning literacy and numeracy and developing 21st Century skills.

[52] FCDO was formerly the Department for International Development (DFID)

3.5.6 Civil Society Coordination

The Education Coalition of Zimbabwe (ECOZI) was established over a decade ago and has over 50 members. It has provincial chapters in all 10 provinces and five thematic committees, and is a member of the ECG and Education Cluster. It comprises a network of local NGOs, international NGOs, teachers' unions, trust schools, faith-based organizations and community-based organisations in Zimbabwe that have an interest in and are working within the education sector. ECOZI is an apolitical and nonpartisan coalition that unites civil society in the pursuit of the right to quality, compulsory and free basic education for all, with emphasis on publicly-funded education.

ECOZI's mandate is to coordinate civil society actors in education, and carry out evidence-based advocacy for quality and inclusive education. This includes projecting civil society voices and participation in government policy and programme formulation, implementation and review to ensure that education benefits all especially the vulnerable, marginalised and hard-to-reach. The Coalition also advocates for increased, innovative and efficient education financing from GoZ. The Coalition coordinates civil society voices in education by carrying out advocacy in policy and research as a way of lobbying the government to address issues of policy gaps, formulation and implementation. ECOZI works with GoZ, especially MoPSE, and also development partners and UN agencies such as UNICEF, and UNESCO in joint sector planning, joint monitoring and joint sector reviews. It has been active in advancing some programmes under ESSP and has also participated in capacity-building on governances issues and reviews of operational plans at district and provincial levels.

3.5.7 School-based governance

School Development Committees (SDCs) manage the development at school level of public schools, such as rural district and urban council owned schools and church/ faith-based schools as well as trust and private schools. School Development Associations (SDAs) manage the development of public schools owned by the central government.

SDCs and SDAs comprise representatives of parents, which are elected every year, and school staff. The intended merger of SDCs and SDAs under one Statutory Instrument following the 2020 Education Amendment Act will establish a School Development Committee in every school, irrespective of classification of ownership. This harmonisation is still a work in progress. SDCs should play a key role in income-generating programmes, in order to raise funds for school feeding and co-curriculum events such as sports and cultural activities.

In terms of school fees, SDCs have a major role to play as they decide the amount to be paid as a levy (subject to government approval) and they manage the levy account. The chairperson and vice-chairperson are signatories, which means that no expenditure can be made without appending their signatures. MoPSE requires, for any application to increase school fees, that school heads submit applications accompanied with minutes of the meeting with parents where the increase was proposed and also showing the voting patterns. Generally SDCs have been effective in carrying out their mandates as evidenced by the holding of Annual General Meetings, initiating projects such as construction of classroom blocks, teachers' cottages and toilets, sinking boreholes and facilitating in

the procurement of furniture and teaching and learning resources[53]. However, in most private, independent and trust schools, SDAs are sometimes only constituted to satisfy the statutory requirement.

SDCs have encountered a number of challenges striving to execute their functions. One of these challenges relates to fees payment which is generally low in the majority of schools. This has left SDCs struggling to fulfill their mandate. The majority of parents are finding it difficult to raise school fees for their children. Another challenge facing SDCs is apathy, especially in Annual General Meetings' attendance and participation. Involvement and participation in key decisions such as budgeting has been hampered in some schools by a number of reasons ranging from lack of capacity to not being respected by school heads.

The draft School Financing Policy[54] highlighted the need for more training for SDCs on financial management, clearer guidelines on the segregation of duties, and greater oversight of school financial affairs by external auditors i.e.

- Improved management capacity, with increased training for SDCs on financial management and leadership to ensure the efficient and effective use of funds. The bursar should be qualified or have received sufficient training and the treasurer should have an accounting background

During consultations, parents requested:

- More transparency over the use of funds directed to the Better Schools' Programme, Zimbabwe (BSPZ), and the National Association of Secondary Heads (NASH) and the National Association of Primary Heads (NAPH)
- Ensuring the segregation of duties, with clear official positions of account signatories
- SDC members should be limited to a term of 12-36 months, and serve in only one school at a time
- Strict penalties for abuse of funds to be written into legislation

Satellite schools are schools that are not yet meeting the minimum basic requirements for registration, but which nonetheless have applied for satellite authority. They operate under the nearest registered primary or secondary school. The EMIS 2019 report indicates that satellite schools constitute almost 16 percent and 30 percent of primary and secondary schools respectively. Such schools do not have substantive school heads and are run by senior teachers, usually until there are registered, which may impact on governance arrangements. A recent report by UNICEF[55] noted that school governance in general remains a challenge. It stated:

> "…many school heads who are in leadership positions in schools have neither been capacitated nor inducted in school leadership and management positions. This has resulted in schools facing challenges such as poor learning outcomes, failure of school authorities to comply with set policies and procedures, embezzlement of school funds and

[53] Gutuza, R. F. (2015) "The role played by parents bodies in development of schools in Mutasa District Schools", Global Journal of Advanced Research
[54] Ministry of Primary and Secondary Education. (2018). School Financing Policy 2019 – 2030, Draft
[55] UNICEF. (2019). The Education Development Fund II Sixth Progress Report, January 2019

failure of schools through their SDCs to develop resource mobilisation and communication strategies." (page 34).

In 2019, EDF funded development of School Leadership Training Manuals and School Leadership Handbooks for school heads and SDCs. Piloting the manuals in selected districts and training of national trainers was financed through GPE funds. EDF also supported training of SDC and SDA personnel on their roles and functions regarding school governance. Training has been undertaken in partnership with ECOZI. SDC representatives and school heads were trained in development and implementation of the Model Inclusive Infant Facility manual, which aims to accelerate implementation of inclusive practices in schools. Due to the yearly turnover of SDCs, the manuals will provide for further local training of SDCs at minimum cost.

3.6 Electronic Data Management Systems

3.6.1 Education Management Information System

EMIS collects data from all known schools including ECD centres, whether registerd or unregistered. EMIS is managed and updated by MoPSE. It is updated annually through a process which involves the completion of the census forms, ED46 C (1) and the ED46 B (1), by the heads of primary and secondary schools respectively during the second school term every year. Primary schools report enrolment for community-based centres attached to the school on their ED 46 forms. Information is collected from all schools, including private ECD centres and independent colleges. Private ECD centres and independent colleges complete their forms separately. Information on non-teaching staff is collected through the ED 46 form. The ED 46 forms for EMIS are revised every year. Census day is 31st May, annually.

Data that the ED 46 covers includes school identification details, enrolments, teacher details, facilities, textbooks and curriculum, education finance and school administration. The forms, are completed by schools and verified by the DSIs for completeness and accuracy. Data capturing has been decentralised to districts. Each district has selected two EMIS focal persons to do the capturing. The PEDs and DSIs monitor the process. Data cleaning and analysis of data is undertaken at MoPSE Head Office. However, calculation of PTRs at secondary schools using the form levels F1 to F6 is problematic, because teachers are not assigned to teach by form level.

15 EMIS hubs have been installed and EMIS software deployed on Local Area Networks. Analysis of examination data is done based on returns from ZIMSEC. A database of exam or Learning Assessment results by level is provided by ZIMSEC, the analysis which is used for management decisions and statistical reports. Annual Statistical Reports are produced by EMIS and are available on MoPSE's website.

A challenge with EMIS is that it provides historical data, and it usually takes close to a year from the time data is collected to the time the Annual Statistical Report is loaded onto the MoPSE website. The data also is often fraught with errors and inconsistencies. The investment into EMIS does not directly feed into policy-making processes. EMIS needs to be revamped to allow for immediate feedback and quick decision making, especially in Education in Emergency (EiE) situations. Decision making is often stalled because data and information is not available. All levels of EMIS, from national to the sub-national levels, need to have control of data and information.

In addressing the aforementioned challenges, MoPSE is supported by UNICEF through RapidPro which is an interactive Short Message Service (SMS) system. The RapidPro system is used to administer surveys to collect information and monitor education sector and programme activities. It provides a set of multiple-choice questions which are sent to pre-registered phone numbers to seek responses, including from school heads (more information may be obtained at: www.unicef.org/innovation/rapidpro). Data is collected remotely by SMS, stored and analysed by UNICEF, which shares findings with MoPSE and other partners. RapidPro was used in early 2020 to collect information on school attendance vis-à-vis enrollment and school feeding as a part of the humanitarian situation monitoring. RapidPro is also used to support MoPSE in data collection on incomplete classroom facilities, including incorporating a set of questions in the 2020 school census on incomplete infrastructure at each school. With this, MoPSE is planning to have a database on incomplete infrastructure.

3.6.2 E-administration

The Ernst and Young review[56] found all provincial and district offices visited had access to the Teacher Development Information System (TDIS). The web-based system is accessed through the Internet. This meant that in some of the districts connectivity was poor, due to unreliable Internet access. There is no direct financial support provided by MoPSE Head Office for ICT services at provincial and district levels, including servicing and maintenance of ICT related equipment. Consequently, some districts have found ICT services to be unsustainable.

The Electronic Ministry Application Platform (EMAP) was introduced by MoPSE in 2016 to bring applications for Form 1 boarding school places under one online platform. The system is also being used as a vehicle to even-out the placing of pupils in boarding schools across the country. Since 2019, candidates can view their 'O' level results on an online portal through the ZIMSEC Examination Panel, accessible from electronic devices that supports the Internet. This can be done via the ZIMSEC website (www.zimsec.co.zw). The website also provides information on examination timetables and specimen examination papers, as well as other resources for learners including an e-registration platform and e-marking. MoPSE has introduced the e-MAP for on-line application for Form 1 and Form 5 places and e-Registration for the recruitment of teachers.

The introduction of EMAP and the ZIMSEC Examination Panel have met challenges, including the technological and connectivity divides between rural and urban learners. Some learners and schools do not have access to electronic devices that connect to the Internet, which disadvantages offline learners especially in rural areas. Systems have crashed due to high traffic volumes[57]. The ICT policy[58] attempts to address these shortcomings by providing adequate and equitable infrastructure, resources, capacitation of staff, and sustainability through *c*ost- effective ICT and use of Public-Private Partnerships.

[56] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE).

[57] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

[58] Ministry of Primary and Secondary Education. (2020). ICT Policy for Primary and Secondary Education 2019-2023

3.7 Monitoring and Evaluation of Schools

3.7.1 Inspections by the Ministry of Primary and Secondary Education

Each school should be visited once per annum by Inspectors, although it is unclear if this is being met. Despite a large number of MoPSE inspection reports, it has been suggested that they were of limited value because findings were difficult to analyse and consolidate in order to provide a picture of overall system performance at different levels[59]. A report by the Education Development Trust[60] stated that school inspections provide insufficient attention to teaching quality and there are no clear indicators of teaching quality that all inspectors use to evaluate teacher practice. Furthermore, it noted that there is insufficient emphasis on school heads as leaders of learning.

The Institutional Inspection Report has been developed as a tool for monitoring visits to address these concerns. The tool focuses on key variables that are central to the assessment of teachers and school performance. It therefore enables an inspector to capture a standard set of real-time data on a computer tablet, which is immediately transmitted to a server that automatically consolidates it into reports that can be displayed on a dashboard. Findings from monitoring visits can be simultaneously accessed by MoPSE staff.

This electronic system enhances accountability. The tablet automatically records details such as data of the visit, the Global Positioning System coordinates of the school, and teacher and school details. Through the use of EMIS codes and teacher Employment Code numbers, observations made by an inspector can be linked to other information stored in the EMIS and TDIS databases. Two tablets each have been provided to all PEOs and all DEOs, funded through EDF. UNICEF is currently hosting the server and database system, which is due to be relocated to MoPSE Head Office in 2020 when the system is fully operational and following capacitation of staff.

3.7.2 Joint Monitoring Visits

Quarterly Joint Monitoring Visits (JMVs) are conducted jointly by MoPSE Head Office personnel and key sector partners, such as UNICEF. The JMV monitoring report template is an attempt to focus on key systemic priorities such as access and quality and to standardise reporting. The JMV reporting template is not always strictly adhered to with regard to reporting structure and content and there is no universally agreed structure and format for the reports that are generated[61]. Agreed criteria used to select schools visited appears to be absent[62]. It was noted in the aforementioned JMV report that when schools were advised in advance of an inspection visit they would rehearse for such visits[63]. JMVs' reports include recommendations or action points, and are presented to ECG. However, it is unclear how these are followed-up, if at all. It is assumed that subsequent monitoring visits may do this, but urgent cases may need to be addressed sooner than the next quarterly visit. If visits are made by DSIs and PEOs before subsequent JMV visits, it is unclear what access they have, if any, to JMV reports. Monitoring reports are not made public, but are shared with the school administration.

[59] UNICEF. (2018). The Education Development Fund II Fifth Progress Report, May 2018.
[60] Education Development Trust. (2018). Strengthening Inspections to Drive School Improvement in Partnership with the Ministry of Primary and Secondary Education, Zimbabwe
[61] Ministry of Primary and Secondary Education. (2019). Report to Education Coordination Group - Joint Monitoring Report, May 14-15
[62] Ministry of Primary and Secondary Education. (2019). Report to Education Coordination Group - Joint Monitoring Report, May 14-15, 2019
[63] Ministry of Primary and Secondary Education. (2019). Report to Education Coordination Group - Joint Monitoring Report, May 14-15, 2019

Lesson-learning amongst levels of inspection, from Head Office to decentralised structures, may be constrained by absence of widespread dissemination of reports and lack of formal structured discussions with stakeholders.

3.7.3 Challenges to effective and efficient Monitoring and Evaluation

Coherence between planning, monitoring, evaluation and reporting

The National Monitoring and Evaluation Policy[64] emphasises a Results-Based Management (RBM) approach, which all of the public sector should embrace. Effective RBM necessitates coherence between planning, M&E and reporting. Without clear linkages between various planning instruments at respective levels i.e. ESSP nationally, POPs., DOPs and School Development Plans (SDPs) (and adequate and timely funding through an efficient and effective public financial management system), and also without an integrated M&E system at all levels it is challenging to operationalise an effective RBM approach.

Overall planning and implementation is partially constrained by differing timeframes. SDPs' are annual plans (the preparation of which is a pre-condition for a SIG), DOPs and POPs are triennial and the ESSP is five-year plan. Lack of coherence and a synchronised approach can result in little coordination. MoPSE, as part of the public service, engages in two critical planning processes i.e. the Ministry Integrated Performance Approach (MIPA) and the Department Integrated Performance Approach (DIPA). There is need to establish linkages between these and POPs and DOPs, in order to enhance RBM of the various plans, both upwards and downwards between Head Office, PEOs and DEOs, as well as SDPs. It is also important to have uniform quality standards for SDPs, whilst maintaining flexibility to allow for different conditions and priorities in respective schools.

Regarding M&E, in most cases visits to schools are monitoring exercises i.e. providing factual information about activities. They tend not to be evaluation exercises i.e. the extent to which SDPs, DOPs and POPs are being implemented and the relevance, efficiency, effectiveness and impact of activities. The aforementioned National Monitoring and Evaluation Policy refers to monitoring as keeping track of how activities (which may be part of a programme or project) align with established objectives or goals, with respect to quality, time, resources, costs. It is essentially a process of collecting data for use in determining the extent of progress in achieving objectives or goals. Evaluation is deemed in the aforementioned Policy to refer to identifying the achievements of a policy, programme, project or activities. It is essentially a process of analysing the value of interventions (which may include unintended consequences or impacts). However, the evaluation aspect of M&E is invariably absent.

MoPSE makes a distinction between the monitoring, inspection and supervision. These are loosely based on the scope of activities, insofar as monitoring focuses mainly on programmes being implemented, whereas supervision and inspection are normally confined to actual school administration and teaching and learning activities in the classroom. However, suggested methods for JMVs include observation of learners and examination of their work. The aforementioned 2018 report by the Education Development Trust noted that there appears to be a lack of clarity in the different purposes of "inspection", "monitoring" and "supervision" which is exacerbated by the existence of different teams who apparently use different tools when inspecting and monitoring schools. It also noted that there does not appear to be a clear approach to school improvement in utilising school inspection, monitoring and supervision to raise learners' standards. MoPSE's Head Office staff

[64] Government of Zimbabwe. (2015). National Monitoring and Evaluation Policy

normally undertake monitoring such as through JMVs, whereas schools' inspectors based at provincial and district levels undertake supervision and inspection. However, there appears to be a thin line between supervision, inspection and monitoring and different terminology may be used to refer to the same process.

Effective RBM needs to take into account inspectors' and JMVs reports as well as donors' reports, such as annual GPE reports, twice yearly EDF progress reports, and Campaign for Female Education (CAMFED) baseline and midline reports, and how these contribute to annual ESPRs and JSRs. It is unclear how reports by implementing partners, such as Plan International, World Vision and Save the Children are integrated into the overall process of evidence-based decision-making at national and local levels. There is a need for the work being done at district level by partners in collaboration with District School Inspectors to be integrated into the main updates and periodic reports made by district offices for MoPSE decision making.

Regarding M&E of MoPSE's performance, the Permanent Secretary's dashboard is the main monitoring tool for MoPSE and is updated weekly. However, it normally focusses on activities taking place at Head Office level only. MoPSE is supported by UNICEF in developing the MIPA dashboard to track MIPA and the Permanent Secretary's contract outputs on regular basis. Another dashboard is being developed for fiscus expenditure vis-à-vis allocated budget, to inform MoPSE's management of expenditure at glance. The use by Ministries of the MIPAs is part of the Monitoring and Evaluation Policy component of the Integrated Results-Based Management System of the government.

Mobility assets

Ernst and Young[65] found that a number of vehicles for schools' inspections were found to be run down and unreliable. DEOs usually had at least one working vehicle and in some districts vehicles donated by UNICEF were serviced through BSPZ funds. Although rural districts had vehicles, they were found to be in poor condition and not serviced regularly. Road conditions affect accessibility of schools, with the situation worse during the rainy season as some roads are inaccessible due to flooding. In the absence of sufficient funding from BSPZ, vehicles are not being serviced regularly. To a large extent, operations are hampered by a depreciated vehicle fleet, although in a few cases DEOs had sourced funds to purchase new vehicles. At PEOs, although there were reliable vehicles, there was need to borrow vehicles from DEOs. The public transport system especially in rural areas is not efficient and in worst case scenarios it is non-existent, hence public transport is not a plausible option for many inspectors.

The cost and availability of fuel is also an impediment to mobility and the frequency with which visits are made to schools. An electronic fuel monitoring system has been developed and due to be rolled-out in 2020.

3.8 Customer Relations and Communications

3.8.1 Client Service Charter

According to MoPSE's Client Service Charter[66], clients include a wide range of internal and external stakeholders including learners, parents, teachers and teachers' organisations, non-teaching staff, other government ministries, SADC, UNICEF and UNESCO. Clients' rights include: efficient, effective

[65] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE).

[66] Ministry of Primary and Secondary Education. (2019). Client Service Charter

and equitable distribution and utilisation of resources; appropriate redress when complaints are lodged; privacy and confidentiality; adequate information to access services. Responsibilities of clients include: communicate concerns; safeguard school and institutional property; contribute and observe the school ethos. The Service Charter is subject to review biennially. MoPSE undertakes in its Charter to respond to complaints within seven days. Findings from the Ernst and Young review[67] indicate that, clients view the MoPSE generally as honest and helpful and that the Ministry treats everyone equally. MoPSE found difficulty in getting information from Head Office to provinces and districts and, in turn, to other stakeholders in the school system. MoPSE has found challenges in communicating to the general public the value of the education sector and the complexity of its mission[68]. Hence the development of a bespoke Communications and Advocacy Unit and preparation of a Communications Strategy.

3.8.2 Communication Strategy

The Communication Strategy 2017 – 2020 is being rolled out in two phases i.e. 2017-2018 and 2019-2020. The overall message MoPSE wishes to communicate is that it is the leading provider of inclusive, quality education and competency-driven infant, junior, secondary and NFE for Zimbabwe's socio-economic transformation. The major goal of the Communication Strategy is for MoPSE to effectively communicate and position itself with its internal and external publics in a bid to build understanding and support for programmes under its purview**.** The overall communication goals of MoPSE are to improve its:

- Ability to create a strong and positive reputation (public relations)
- Relationship and reputation with the media (media relations)
- Reputation with government at all levels (government relations)
- Relationship with staff members (management-staff relations)
- Ability to attract and maintain strong partner support (partner relations)
- Sponsorship and funding opportunities with business (corporate relations)

The communication objectives are to:

- Increase awareness of the Ministry's role through clear and coherent messages
- Educate stakeholders and share information on transformations taking place, sharing key results achieved to increase dialogue, participation and collaboration
- Engage the media to increase public awareness of key education issues so as to manage expectations and improve external perceptions
- Facilitate information sharing within the Ministry to improve work and interventions
- Attract partnership and funding opportunities for education in Zimbabwe

MoPSE acknowledges that with adequate and clear information staff become more engaged and dedicated which in turn guarantees successful outreach to eternal stakeholders. This may be achieved through circulars, memos, policy pronouncements cascading from Head Office down to the school staff. This in turn paves the way for ease of communication at provincial and district levels.

[67] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE).

[68] Ministry of Primary and Secondary Education. (2017). Communication Strategy for Ministry of Primary & Secondary Education (MoPSE) 2017 – 2020

MoPSE has its own website (http://mopse.co.zw) , which is crucial for hosting key messages. Key documents such as the Constitution of Zimbabwe, the curriculum framework and Learning Area syllabi are accessible through the site. News articles relevant to MoPSE's key message are also posted on the site. The website links to social media platforms maintained by MoPSE such as Twitter and Facebook pages, a YouTube channel and an e-mail facility. A Whatsapp platform has been created for stakeholders for broadcasting key messages and it has been valuable during the Covid-19 induced school closures. These platforms also provide the MoPSE with feedback from stakeholders. These sites, while active could still benefit from more activity and an increase in follower numbers especially Twitter and Facebook. New staff were recently recruited, but the Covid-19 pandemic disrupted their training programmes. Information on the website is not updated on a regular basis. Some MoPSE staff are not aware of its existence, which is likely to be the case for members of the public.

Outreach programmes are organised in order for MoPSE to convey its message. MoPSE also participates in national events where banners, pamphlets, fliers and other material carrying key messages are distributed. MoPSE exhibits annually at the Harare Agricultural Show and the Zimbabwe International Trade Fair, where members of the public can interact directly with ministry officials. There is also communication through mainstream media, both print and electronic. This is done through news articles, media releases, press conferences, interviews of principals and radio talk shows.

The interactive nature of the Communications Strategy includes tracking of topical issues mentioned by the media, partners, and stakeholders. MoPSE has set up online alerting tools such as Google Alert and RSS News Feeds to rapidly identify relevant issues according to thematic areas. The Strategy states that MoPSE will use tools such as surveys, Key Informant interviews and impact logs of coverage to gauge how effective its communications are.

Whilst the Communication Strategy is comprehensive in nature, its main emphasis is external communications. Internal communications within the Ministry may still require attention. The study by Ernst and Young[69] found over 40 percent of MoPSE staff did not agree that leaders within MoPSE identified and collected information from various sources, and synthesized it into effective solutions. Concerns were raised that information is being collected from the wrong sources, or the wrong channels of collecting information were being adopted in its dissemination. Given these perceptions, there is either need to either change modalities of information-gathering and decision-making, or need for staff to be more fully informed of the nature of information-gathering and decision-making processes within the Ministry, or both.

3.9 Summary of Key Points

- MoPSE has a functional hierarchical structure, which can be further capacitated to adequately address cross-cutting issues
- Staff turnover, retirements and unfilled vacancies in MoPSE at all levels may negatively impact upon sector performance
- MoPSE actively leads in key governance bodies and is supported by sector partnerships
- Progress in achieving sector objectives has been mixed over the last five years, due to financial and capacity constraints

[69] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

- SDCs have the potential to enhance the culture of teaching and learning in schools
- There is a plethora of organisations involved in monitoring aspects of the education sector, including MoPSE at respective levels. This may be confused with inspection and supervision of schools, which often lacks an evaluation component. There is lack of an overall sector-wide approach to planning, from schools and sub-national administrative structures to systemic levels
- MoPSE has an increasingly sophisticated electronic data management systems, including EMIS
- A MoPSE Service Charter exists, but evidence of its impact is unknown
- MoPSE has a comprehensive Communication Strategy, but its impact is yet to be fully realised following the recent appointment of staff to occupy the posts as approved in 2019

3.10 Recommendations

- Action plan for implementation of the costed organisational development plan for MoPSE, ensuring cross-cutting issues have sufficient prominence, with monitoring of impact
- Staff training plan for MoPSE Head Office, PEOs and DEOs prepared and implemented
- A more sustainable approach to the capacitation of annually appointed SDCs so that they can participate more meaningfully in the development of schools, including fostering of enhanced teamwork between school administration and committee members to achieve higher levels of performance and quality education
- Periodic updating and validating of the quality of approval criteria for SDPs
- Schools to strengthen internal supervision rather than the current focus on external visits by the Schools Inspectorate. It would also help if schools are not informed in advance of inspection visits
- Enhance mobility assets for inspection visits
- Clearly identify the purposes of monitoring, inspection and supervision including appropriate emphasis on measuring and improving quality of education
- District School Inspectors working with partners should integrate this work into the main updates and periodic reports made by district offices for MoPSE decision making
- MoPSE establish an online EMIS providing real time data, subject to rigorous data cleaning
- Integrated RBM M&E system for ESSP, POPs, DOPs and SDPs, including MIPA and DIPA
- Agreed criteria for schools' visits, standardised reporting formats and feedback mechanisms through which implementation of recommendations including those of JMVs can be tracked
- Revitalise the Service Charter, with recording and action of customers' feedback
- Fully activate the Communication Strategy, including with staff recruitment and training

4. Education Costs and Finance

4.1 Introduction

School education in Zimbabwe, as in most developing countries is financed through a three-way partnership consisting of the government, households with children involved in school, and development partners both multilateral and bi-lateral. This chapter examines: the proposed School Financing Policy; structure of education financing (including by the government, donors and households), its distribution (by item, education level and type of school) and evolution over time; breakdown of spending, through recurrent unit costs, household contributions, and capital costs; economic efficiency in the education system. Unlike most other African countries Zimbabwe schools still charge fees, and over the past few years as the State struggled with economic uncertainty and decline, parents have taken on even more of the responsibility to support the operational costs of schools, and even sub-national elements of the Ministry, directly through fees and charges. In contrast, the development partners, inhibited by the large arrears of Zimbabwe on outstanding loans, have played a much smaller though vital role in financing education. Broadly speaking the state finances teachers' employment costs and most of the costs of MoPSE and shares the costs of the system at sub-national level.

4.2 School Financing Policy

All education spending is in competition with other priorities for spending. Government spending on school education is in competition with spending on higher education spending, and on other sectors such health, agriculture, security across the whole range of government spending. Households with school age children must balance spending on education with other things including food and housing, personal consumption, clothing and leisure. Development partners have competing choices between countries, and also within sectors in the same country. How all of these combine to finance the amount and quality of schooling in Zimbabwe is a complex question. The School Financing Policy 2019-2030, which is currently in draft, is an attempt to set out a policy framework that will bring together public and household funding for quality primary and secondary education for all in Zimbabwe. The SFP has the vision of 'a fully state funded basic education for all Zimbabwe's citizens' by 2030.

4.2.1 School Financing Policy Goals

The aims of the School Financing Policy include financing both a per capita grant sufficient to cover the operational costs of a quality education as well as maintaining minimum functional standards of infrastructure. One implication of this will be more than doubling the real budget for MoPSE to cover both the operational and infrastructure costs, as well as radically changing the balance between employment, operational and capital allocations prevailing in the past few years. The 2020 MoPSE budget makes changes along these lines, though by allocating funds within a reduced ceiling rather than by raising the real total funding for school education. The Policy aims to achieve:

- Sufficient and equitable financing for all schools
- Efficient and effective use of funds at central, district and school levels
- The roles of State and citizen in financing education
- Mobilising domestic resources for the education sector

4.2.2 School Financing Policy Objectives

Sufficient and equitable financing for all schools

The State provides for employment costs for school staff, the parents provide much of the day-to-day running costs but little has been done on either side to address the pressing problems of school infrastructure. The needs are urgent and immediate and range from fully new schools, additional classrooms to reduce double sessions, repair of existing buildings to the provision of sufficient desks and chairs. In addition the provision of learning materials, sanitation and electricity (especially to service the information technology and STEAM requirements of the new curriculum) is all in short supply, as is teacher housing. The Policy sets out high but reasonable standards against all these needs, to be achieved by 2030 with targets for teaching and learning, and for infrastructure and services.

Efficient and effective use of funds at central government, district and school levels

Allocative efficiency in education expenditure is low. When the proportion of the budget spent on employment costs is well over 90 percent as it has been up to 2020, and the state is unable to fully execute the small proportion of the budget for operational and capital costs in those budgets, then the efficiency of expenditure must be questioned. The distribution of education resources across the infant, junior, secondary and tertiary levels, and between urban and rural schools has reduced equity in the system. Financial accountability for those funds within the system (from both the government and parents) needs to be strengthened as questions have been raised about the use of these funds and the lack of audit checks at school and sub-national levels. The School Financing Policy sets out a range of goals, objectives and targets to improve the efficiency and effectiveness of funds use at all levels in the system from the school to MoPSE.

Clear and transparent understanding of the roles of state and citizen in financing education

Households in Zimbabwe have been under increasing economic strain but still provide about half of all school incomes outside of staffing costs. In the national consultations that took place in forming the draft School Financing Policy it was clear that parents felt that the state should play the major role in funding basic education – i.e. it should finance both employment costs and the majority of operational costs as well infrastructure costs. Parents agreed that they had responsibility for uniforms, school materials, feeding and transport. They were also agreed that their responsibilities include non-monetary contributions such school committees, labour and in-kind contributions. Parents also felt that there should be wider civil society involvement and contributions, such as in income generating projects, bursaries and scholarships and sponsoring school events. The draft Policy proposes that, in addition to state provision of the majority of school costs and parental funding as outlined above, there should be provision for all parents to provide labour and in-kind contributions to income generating projects, to provide for extra-curricular activities. The Policy commitment will be to provide state funding sufficient to guarantee quality education for all, with the proviso that schools may charge top-up fees with the agreement of parents[70]. Parents will be responsible within their power for clothing, feeding and transporting children to school and for learning materials. The Policy goals for this objective include developing detailed strategy for financing quality education through raising the proportion of the government budget to education, providing per capita grants to all schools and developing a sustainable infrastructure financing strategy.

[70]This provision will mean that educational provision will remain unequal between rural and urban schools and between richer and poorer areas. But few if any countries in the world have found a way around this problem

A sustainable strategy to raise additional resources to achieve the Policy goals

The draft Policy sets out the extent of the challenge in financing state-funded basic education. In doing so it suggests that Zimbabwe may need to raise its funding of school education to six percent of GDP from its current four percent, and achieve much higher expenditure per learner, particularly for P3 and S3 schools[71] which are the majority of schools at each level, and have the majority of learners. To address the operational costs of schools the draft Policy proposes a sliding scale of per capita grants based on both school levels (P1 to P3 and S1 to S3) and learner levels (ECD, Grades 1-3, 4-7, Form 1-4 and O and A levels)[72]. The draft Policy also addresses the question of financing the extensive infrastructure needs of the country. It proposes a range of measures to raise the additional resources needed from increasing the percentage allocated to education in the state budget to extra taxes, ring fenced levies, Social Impact Bonds and development partner matched funding. It also proposes a National Education Fund, located in the Ministry of Finance and Economic Development MoPSE but with an independent Board of Trustees and a sustainable stream of domestic finance.

4.3 Public Education Expenditure Trends

Public spending on the education sector under the purview of MoPSE is very much the result of higher level trade-offs between education and other sectors, and within the education sector. It is not static and we will look at it evolution over the recent past.

4.3.1 Government spending on education

The different financial trade-offs made by GoZ in allocating funds for education reflect choices at several levels made by politicians and senior policy makers in the finance and education sector (see Figure 4.1). The ultimate determinant of the public resources available for education in Zimbabwe is the national wealth measured by the GDP. In Zimbabwe, this has been volatile in real terms over the past twenty years, with a period ten years ago of sustained falls, followed by some strong growth and then very low positive growth in the past few years.

From the GDP, by means of taxation, licensing and other measures the government procures its domestic resources, its budget revenue. In Zimbabwe, revenue as a percentage of GDP for the past five years has been between ten and twenty percent of GDP (see Table 2.10), which is low for a range of African countries[73]. Sectors compete for these resources and there is intersectoral trade-off by the government as different ministries and agencies compete for a share of the budget – Section 4.2.2 shows trends in government spending on the schooling sector. In Zimbabwe, as in most countries today, the Ministry of Finance and Economic Development (MoFED) provides a macro-economic forecast of likely overall and sectoral resources for the current budget and for two years in advance. Ministries and agencies likewise have to forecast their spending beyond the current year for two years in the future.

[71] Zimbabwean schools are classified by level and location – P for primary [ECEA to G7] and S for Secondary [F1 to Upper 6], and 1 for low density urban, 2 for high density urban and 3 for rural. Thus P3 schools are rural Primary schools

[72]The formula as set out in the draft Policy takes no account of school size (although this is taken into account in awarding SIGs). Experience in other countries suggests that this does sufficiently support small and remote schools, as the total amounts may be too small for larger costs, even though the parents in such schools are generally poor and likely to be subsistence farmers and cash-poor

[73]OECD, ATAF,AUC. (2020). Revenue statistics in Africa 2019

Once a budget ceiling is determined by MoFED then MoPSE must make trade-offs between subsectors (see Section 4.3.3). In Zimbabwe as in many African countries the major initial trade-off is between primary education and other subsectors such as early childhood, lower and upper secondary and non-formal education, as well as support and welfare services and administration. Within primary education spending (and for other subsectors) there are trade-offs to be made between unit expenditure, and quantity (which impacts on quality) (see Section 4.3). Within a fixed budget for primary education the number of learners will largely determine the amount spent on each learner and this amount and its composition will determine the quality of the education available in Zimbabwe. Within the unit expenditure per pupil there are trade-offs to be made between the proportion for salaries and that for other education costs such as teaching and learning aids, textbooks and student welfare (see Section 4.3.2). All of these trade-offs are summarised in Figure 4.1.

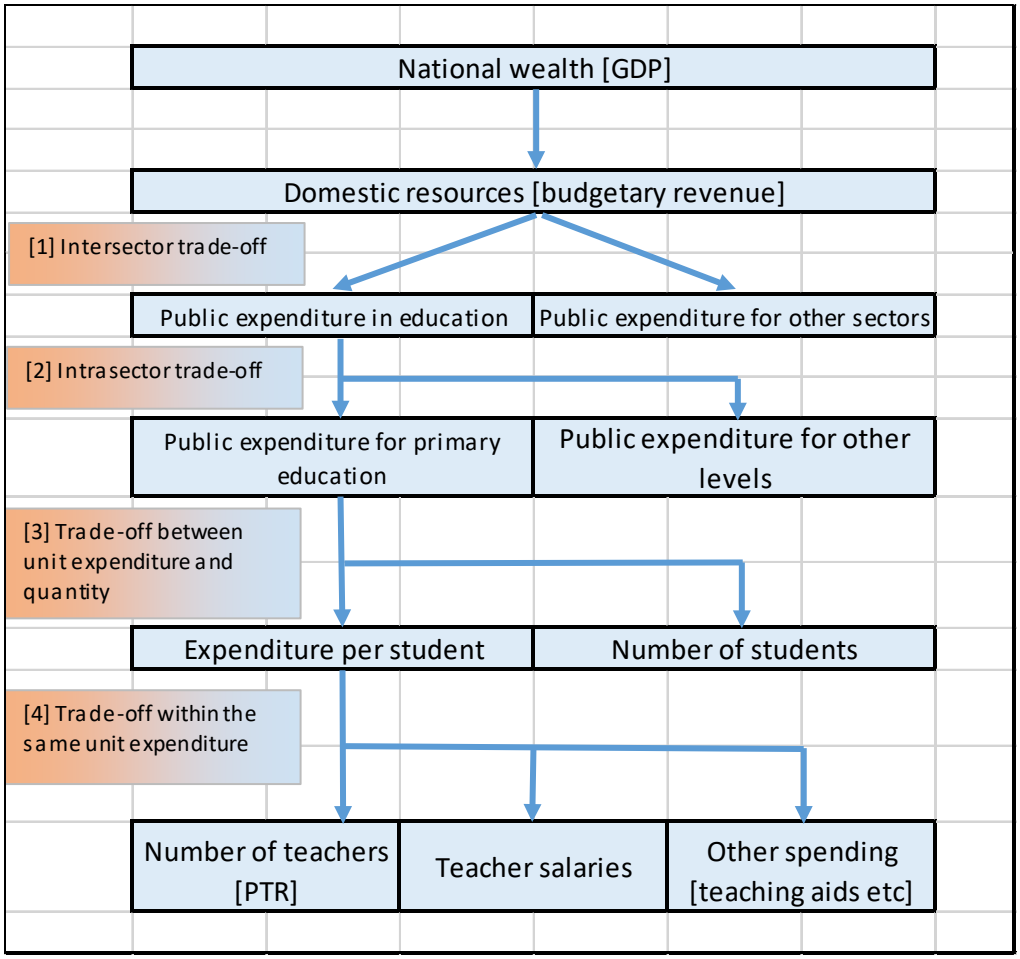

Figure 4.1 Different levels of financial trade-offs (UNESCO et al, 2014}

Total education spending on the school sector managed by MoPSE has been fairly constant as a proportion of GDP in Zimbabwe (see Figure 4.2). In the past five years it has ranged between four and six percent, which is about the range across sub-Saharan Africa. However as a proportion of both total government expenditure and total vote appropriations the proportion allocated to MoPSE's budget has been falling steadily in this period. As a proportion of total expenditure it has fallen from 18 percent in 2016 to 12 percent in 2020, and has been static at this level for the past three years. As a proportion of total vote appropriations the proportion allocated to MoPSE has fallen from 24 percent to 15 percent.

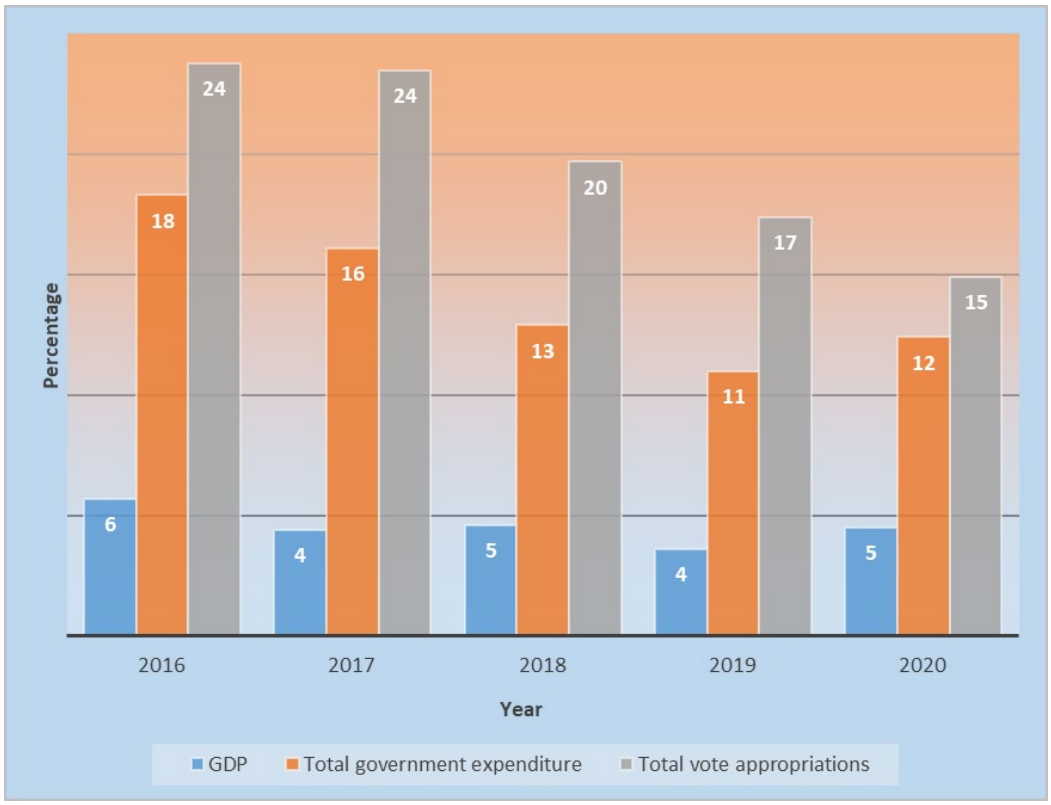

Figure 4.2 MoPSE budget as a percentage of GDP, total expenditure and total appropriations

4.3.2 Trends in Government spending on education

The budget allocates the vast majority of expenditure to recurrent spending (see Table 4.1). While this is usual, the dominance of recurrent spending is very great for most of the period being above 95 percent from 2016 to 2019. There was a sharp drop in 2020 when it fell to 80 percent as part of a radical shift in allocation among economic categories.

Table 4.1 MoPSE budget allocation by economic classification (Budget estimates)

Share of total (%)	2016	2017	2018	2019	2020[a]
Recurrent expenditure	*99.3*	*99.2*	*98.1*	*96.7*	*80.2*
Personnel	98.4	98.2	93.7	92.6	43.8
Goods and services	0.5	0.7	2.9	2.9	15.6
Transfers	0.2	0.1	1.2	0.6	6.3
Maintenance	0.0	0.1	0.2	0.6	
Targeted initiatives	0.2				
Social benefits					14.5
Capital expenditure	*0.7*	*0.8*	*1.9*	*3.3*	*19.8*
Fixed capital assets	0.6	0.7	1.2	3.0	15.4
Capital transfers	0.1	0.1	0.7	0.3	4.4
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

[a]: 2020 Budget converted to USD at rate of November 14,2019

The reason for the dominance of recurrent spending was clearly the large proportion allocated to employment costs. Apart from 2020 the proportion allocated to employment costs was well over 90 percent, and reached 99 percent in 2016 and 2017. This clearly leaves no room for significant spending

on quality measures such textbooks and teaching aids, and leaves the Ministry reliant on households and development partners for the operational costs of running schools, and for any capital developments. In 2020 there was a radical shift in the budget for MoPSE in two ways; firstly in comparative terms the budget was very much reduced – from USD 1,095 million in 2019 to equivalent USD 425 million in 2020[74]. Secondly the allocation among the main economic categories was very different to that prevailing in previous years. Employment funding was more than halved, while goods and services allocations were increased five-fold from 2.9 percent of the budget to 15.6 percent of the budget. Capital spending was also greatly increased compared to the four previous years from 3.3 percent to 19.8 percent. The 2020 Budget Statement (Minister of Finance and economic Development, 2020) does not allude to this redistribution of funding but it does state that:

> "…substantial Budget support will be directed towards recruitment and compensation of teaching personnel, implementation of capital projects and procurement of respective goods and services including teaching materials."

The 2020 budget certainly provides more funding for capital projects and procurement of goods and services but severely cuts funding for personnel and it is difficult to see how the allocated amount for personnel is substantial budget support. When queried on this, MoFED responded that the budget was subject to revision during the financial year and any shortfall in employment costs would be dealt with during such a revision.

Capital spending has been steadily rising each year as a proportion of budget allocations during the period (see Table 4.1) from 0.7 percent in 2016 to 19.8 percent in 2020. Most of this spending has been on fixed capital assets. In the Budget Statement for 2020 the Minister of MoFED listed the areas for extra support in MoPSE:

- ICT in schools
- Training teachers in new learning areas and indigenous languages
- Procuring machinery and equipment for provincial centres of excellence
- Constructing and rehabilitating classroom blocks
- Inspection, supervision and monitoring of schools
- Procurement of assistive devices for special needs learners
- School feeding

4.3.3 Distribution of spending across sub-sectors

MoPSE organises its budget in six programmes – three of these relate to school sub-sectors (infant, junior and secondary education) and the other three are support programmes – policy and administration, education research, innovation and development, and learner support services.

Most funding goes to the three school programmes, and for the years 2016 to 2019 the proportion going to these subsectors was above 95 percent (see Table 4.2), and then this fell suddenly to 75 percent in the current 2020 budget. Relative spending among the three schooling sectors has changed over the past five years. Funding for infant education was 17.8 percent in 2016, rose 26.8 percent of the budget in 2018 and then fell back to 20.8 percent in 2020. Budget allocation to the junior education

[74] The 2020 budget was delivered in Zimbabwean dollars, in a break from the previous four years. The MoPSE budget of ZWD 8,495 million has been converted to USD at the interbank rate of ZWD 16.02/1 USD for the 14th November, when the budget speech was delivered to Parliament along with the Estimates

programme has fallen in each the years since 2016 (see Figure 4.3). It was 46.1 percent of MoPSE spending in 2016 but had fallen to 29.5 percent of the budget in 2020. The secondary education programme was fairly constant at about one third of the MoPSE budget from 2016 to 2019 then fell in the current budget to 25.2 percent.

Table 4.2 MoPSE Budget allocation by Programme 2016-2020 (Budget estimates)

Budget amounts	2016	2017	2018	2019	2020[a]
Programmes					
1 Policy and Administration	11.47	10.64	13.87	23.16	32.34
2 Education research, innovation and development	5.75	2.29	2.84	7.93	9.86
3 Infant education	144.24	214.44	242.57	301.56	110.17
4 Junior education	373.86	305.21	333.87	415.53	156.32
5 Secondary education	275.12	269.79	306.76	377.87	133.44
6 Learner support services		1.40	6.68	6.28	88.19
Total	**810.43**	**803.77**	**906.59**	**1,132.32**	**530.32**

[a]: 2020 Budget converted to USD at rate of November 14,2019

The three smaller programmes provide policy, administration and research support to the whole Ministry, and learner support. In the period 2016 to 2019 their combined proportion of the budget was low, from 1.8 to 2.6 percent, with policy and administration taking most of the budgeted expenditure, and learner support gradually growing though from a very low base. The resources allocated to these small programmes increased substantially in the 2020 budget. Learner support services grew from 0.6 percent in 2019 to 16.6 percent of the budget in 2020.

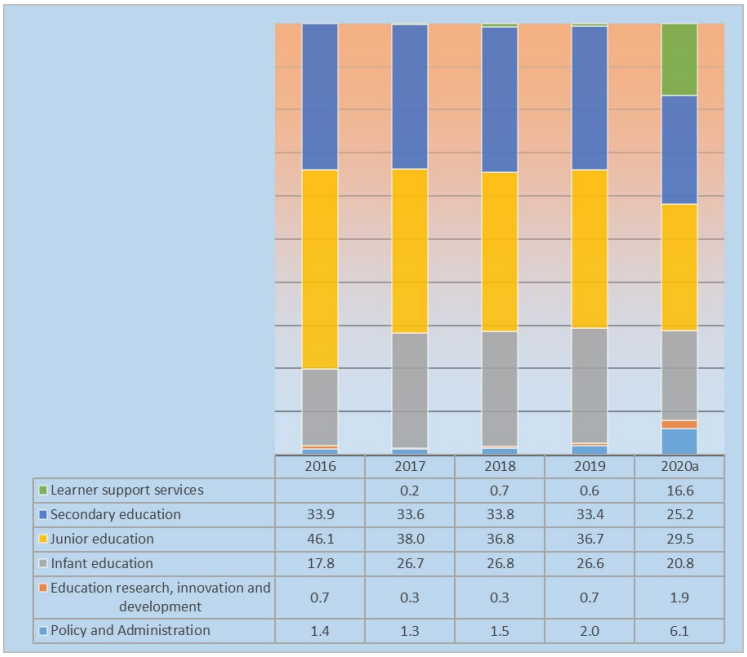

Figure 4.3 MoPSE percentage programme allocation 2016-2020 (Budget estimates)

The Basic Education Assistance Module (BEAM), as part of the Enhanced Social Protection Programme, was introduced in 2000. BEAM is allocated in the Budget through Vote 3 (Ministry of Public Service, Labour and Social Welfare, in sub-programme Child Welfare). BEAM supports vulnerable children with the payment of a basic education package that includes levies, tuition, and examination fees. The

BEAM budget allocation is not given as a separate item in the budget. However, the target for BEAM is given as 415,000 for 2019 and 700,000 for 2020. The National Budget Speech for 2020 indicated that BEAM would be supported with ZWL$450 million. However, BEAM disbursements have been in arrears for a number of years[75].

4.4 Gender-based budgeting

Gender-based budgeting or gender-responsive budgeting may be defined as the practice of reducing gender inequalities and promoting gender sensitive development policies for poverty reduction and improvement of the welfare of women and men, boys and girls through the local and national budgets. It is a way of integrating a gender perspective into all steps of the budget process, that is, planning, drafting, implementing and evaluating so as to ensure that budget policies take into consideration gender issues in society and neither directly or indirectly discriminate against either women or men[76]. These are not separate budgets for men and women, but they are an attempt to disaggregate the government's mainstream budgets according to its effect on men and women.

Zimbabwe is a signatory to various conventions that uphold the role of gender in determining outcomes in society[77] and has long accepted that budgets should be gender-sensitive. It is part of the constitutional mandate. Very little has been published examining the extent to which it influences the MoPSE budget or to determine practical impacts. In a practical sense the opportunities in the annual budget to support either male or female learners in particular need are limited. In compliance with the National Gender Policy, MoPSE has a gender focal point and submits relevant reports to the Ministry of Women Affairs, Community and Small and Medium Enterprises on its performance on gender equality.

4.5 Public education spending in 2019 and 2020

In comparing detailed spending by programme in 2019 and 2020 there is an essential difficulty as the Budget Estimates for 2019 are set out in United States Dollars (USD) and those for 2020 are set out in Zimbabwean dollars (ZWL). In order to compare them and provide for international comparisons the Zimbabwean dollars need to be converted to USD, but at what rate? The 2020 Budget Statement and speech do not set out any conversion rate, so we have used the interbank rate of 16.02:1 as at the date of the Treasurer's Budget Speech to Parliament (November 14, 2019) as the rate for the tables in this section. This results in a budget in 2020 for MoPSE that is only one third of the revised estimate for 2019, so we also calculated the conversion using the original exchange rate for Zimbabwean dollars of 5:1, which produces a budget 11 percent higher than the revised estimates for 2019. We have included both conversions in the two detailed tables in this section.

4.5.1 Programme and sub-programme expenditure in 2019 and 2020

The original estimates for the 2019 MoPSE budget totaled USD 1.132 billion (see Table 4.3) with a distribution between programmes as shown in Table 4.2. The budget allocation in 2019 was dominated by the three teaching and learning sub-programmes of infant, junior and secondary education, which accounted for 25 percent, 37 percent and 33 per spent of the budget respectively, and a total of 96 percent of the budget. Economic category details are not given in the Estimates for sub-programme

[75]World Bank Group (2019) Draft. Zimbabwe Education Efficiency Study. Preliminary Findings. October 2019.
[76] Reina, I. (2010) Gender Responsive Budgeting In Education-Advocacy Brief
[77]These include such conventions as the Convention on the elimination of all forms of discrimination against women (1979), Beijing Declaration and platform for action (1995), Maputo Protocol – Protocol to the African charter on human and peoples' on the rights of women in Africa (2003)

allocations but it is clear that these three sub-programmes are dominated by teachers' employment costs. Only one other sub-programme of the remaining 16, Human Resource Management and Administration, has more than one percent of the total budget allocation. So the entire MoPSE budget in 2019 of 16 sub-programmes is dominated by the three schooling sub-programmes.

The 2020 Budget Estimate (see Table 4.3) represents a radical shift in allocations between sub-programmes. The three teaching and learning programmes still dominate the allocation but their share of the total allocation has fallen from 96 percent to 72 percent[78], with corresponding falls in the percentage allocation to each sub-programme. The teaching and learning sub-programme for infant education has fallen from 26 percent of the overall allocation to 20 percent, and the corresponding falls for junior and secondary education are 36 to 28 percent, and 33 to 24 percent. Instead of one other sub-programme out of 16 having over one percent as in 2019, now seven of the sixteen have more than one percent of the allocation, The learner welfare sub-programme has gone from 0.3 percent of the 2019 budget to 15 percent of the 2020 budget, reflecting large increases in the allocation for school feeding, in the aftermath of Cyclone Idai, continuing drought and the deterioration in the economic situation of the poor in the country.

A mid-year review of the 2019 budget produced a revised estimate that was a 35 percent increase on the original allocation (see Table 4.4). Junior and secondary education budgets were increased by 35 percent, the infant programme by 28 percent and learner support services budgets by 282 percent, with large upward revisions for Learner welfare Services and Special Needs Education. Other large upward revisions included junior, NFE (90 percent), Financial Management and Administration (42 percent) and Junior Education Quality Assurance (40 percent).

The need for revised estimates is shown by comparing expenditure to the end of September 2019[79] with the original estimates (see Table 4.3 and 4.4). Overall by the end of the first nine months of budget spending (75 percent of the year) the Ministry had spent 98 percent of its allocated budget for the year. The revised estimate took the Ministry budget to about the expenditure projected to occur if spending continued in the fourth quarter at the same rate as in the first three quarters.

[78]Percentages are used in this discussion as they remain constant whichever exchange rate is used for the Zimbabwean dollar.

[79]At the time of the budget being introduced to Parliament in November each year the full year results are not yet complete, so the budget Estimates show the actual spending up to the end of the third quarter each year. These figures are complete but not final or audited.

There are very large differences, both positive and negative, between the original estimates for the 2019 MoPSE budget and the actual spending to September (see Table 4.4). The NFE sub-programme had an estimated expenditure of USD 1.0 million in 2019; by September expenditure was USD 61 million which is a rise of 5,770 percent, with a projected spend of USD 81 million by the end of 2019 (see Tables 4.3 and 4.4). The Quality Assurance sub-programme, also in junior education, and the Human Resource Management and Development sub-programme in Policy and Administration also spent 2,585 percent and 2,086 percent of their initial full year estimate by September. There were some sub-programmes where the actual expenditure to September 2019 was below what might be expected in September – The Policy and Research Sub-programme had spent only 43 percent of its full year budget by September, and the Infant Education Teaching and Learning sub-programme had spent only 54 percent of its full year estimate by September.

Table 4.3 Programme budgets 2019-2020 (Budget estimates)

Programmes	2019 Original Estimate	2019 Revised Estimate	Expenditure to September	2020 1USD-5ZWL	2020 1USD=16.02 ZWL
PROGRAMME 1: POLICY AND ADMINISTRATION	*23,185,000*	*31,573,000*	*72,975,796*	*103,629,600*	*32,343,820*
Employment costs	9,869,000	12,307,000	68,380,045	7,079,200	2,209,488
Goods and services	10,756,000	16,706,000	4,353,290	80,990,400	25,277,903
Current grants	0	0	0	0	0
Non-financial assets	2,560,000	2,560,000	242,461	15,560,000	4,856,429
PROGRAMME 2: EDUCATION RESEARCH, INNOVATION AND DEVELOPMEN	*7,927,000*	*10,537,000*	*33,581,704*	*31,578,200*	*9,855,868*
Employment costs	647,000	812,000	2,212,019	514,000	160,424
Goods and services	6,950,000	9,391,000	1,336,397	21,064,200	6,574,345
Current grants	0	0	30,033,288	1,800,000	561,798
Non-financial assets	330,000	334,000	0	8,200,000	2,559,301
PROGRAMME 3: INFANT EDUCATION	*301,561,000*	*385,110,000*	*186,857,933*	*352,998,200*	*110,174,220*
Employment costs	287,172,000	358,833,000	179,395,446	203,962,600	63,658,739
Goods and services	5,751,000	12,339,000	3,232,946	33,435,600	10,435,581
Current grants	1,700,000	6,200,000	2,690,000	30,000,000	9,363,296
Non-financial assets	6,938,000	7,738,000	1,539,541	85,600,000	26,716,604
PROGRAMME 4: JUNIOR EDUCATION	*415,531,000*	*561,922,000*	*446,761,908*	*500,861,000*	*156,323,658*
Employment costs	396,071,000	494,895,000	437,331,791	280,974,000	87,694,757
Goods and services	6,855,000	25,485,000	2,997,375	55,661,000	17,372,347
Current grants	3,200,000	9,204,000	3,178,000	52,000,000	16,229,713
Non-financial assets	9,405,000	32,338,000	3,254,742	112,226,000	35,026,841
PROGRAMME 5: SECONDARY EDUCATION	*377,869,000*	*511,707,000*	*359,605,884*	*427,538,600*	*133,439,014*
Employment costs	353,525,000	441,732,000	328,618,774	250,924,200	78,315,918
Goods and services	5,187,000	31,623,000	24,230,534	40,450,400	12,624,969
Current grants	1,850,000	6,350,000	2,200,269	24,000,000	7,490,637
Non-financial assets	17,307,000	32,002,000	4,556,307	112,164,000	35,007,491
PROGRAMME 6: LEARNER SUPPORT SERVICES	*6,279,000*	*24,037,000*	*9,752,777*	*282,553,200*	*88,187,640*
Employment costs	1,148,000	1,428,000	2,809,789	813,000	253,745
Goods and services	4,581,000	7,284,000	429,893	33,019,000	10,305,556
Current grants	170,000	170,000	0	0	0
Social Benefits	0	14,775,000	6,513,095	246,381,200	76,898,002
Non-financial assets	380,000	380,000	0	2,340,000	730,337
Total	**1,132,352,000**	**1,524,886,000**	**1,109,536,002**	**1,699,158,800**	**530,324,220**

Table 4.4 2019 Programme budget revision and expenditure (Budget estimates)

Programmes	2019 Budget			
	Original Estimate	2019 fy projection	Revision growth	Exp over estimate
PROGRAMME 1: POLICY AND ADMINISTRATION	*23,120,000*	*97,276,736*	*37%*	*216%*
Sub-Programme 1: Ministers' & Permanent Secretary's Office	2,130,000	2,457,074	12%	-13%
Sub-Programme 2: Human Resource Management & Development	2,464,000	71,792,971	22%	2086%
Sub-Programme 3: Financial Management & Administration	16,464,000	15,350,162	42%	-30%
Sub-Programme 4: Internal Audit	909,000	2,721,218	40%	125%
Sub-Programme 5: Legal Services	379,000	2,887,561	28%	472%
Sub-Programme 6: Information Technology	774,000	2,067,751	26%	100%
PROGRAMME 2: EDUCATION RESEARCH, INNOVATION AND DEVELOPMEN	*7,927,000*	*44,764,411*	*33%*	*324%*
Sub-programme 1: Curriculum Development	4,614,000	42,870,781	32%	597%
Sub-programme 2: Policy Research & Planning	3,313,000	1,893,630	34%	-57%
PROGRAMME 3: INFANT EDUCATION	*301,561,000*	*249,081,625*	*28%*	*-38%*
Sub-programme 1: Teaching & Learning	297,841,000	216,171,702	28%	-46%
Sub-programme 2: Quality Assurance	3,720,000	32,909,922	28%	564%
PROGRAMME 4: JUNIOR EDUCATION	*415,531,000*	*595,533,623*	*35%*	*8%*
Sub-programme 1: Teaching & Learning	412,121,000	429,338,025	35%	-22%
Sub-programme 2: Quality Assurance	2,370,000	84,819,190	40%	2585%
Sub-programme 3: Non-Formal Education	1,040,000	81,376,408	92%	5770%
PROGRAMME 5: SECONDARY EDUCATION	*377,869,000*	*479,354,643*	*35%*	*-5%*
Sub-programme 1: Teaching & Learning	373,515,000	406,240,432	36%	-18%
Sub-programme 2: Quality Assurance	2,642,000	36,816,868	21%	945%
Sub-programme 3: Non-Formal Education	1,712,000	36,297,343	35%	1491%
PROGRAMME 6: LEARNER SUPPORT SERVICES	*6,299,000*	*13,000,452*	*282%*	*55%*
Sub-Programme 1: Learner Welfare Services	3,598,000	9,988,529	358%	108%
Sub-Programme 2: Special Needs Education	1,868,000	1,737,151	244%	-30%
Sub-Programme 3: Psychological Services	833,000	1,274,772	38%	15%
Total	**1,132,307,000**	**1,479,011,491**	***35%***	***-2%***

4.5.2 Programme and sub-programme expenditure categories in 2019 and 2020

Employment expenditure typically represents the single largest cost in the government budget and worse still, for the education sector. The 2016 to 2020 education budget was skewed towards current expenditure, with employment costs as the major component, raising questions on its overall efficiency. With 98 percent, 98 percent, 94 percent, 93 percent and 44 percent of the budget being absorbed by employment cost in 2016 to 2020 respectively, mostly less than 10 percent remained for other current and capital spending. This has been the trend over the recent past, mainly on account of wage reviews that were effected across the public service and an absolute increase in the number of staff in the sector.

Table 4.5 2019 Programme budget by Economic Category (Budget estimates)

Programmes	Original Estimate	2019 Revised Estimate	Expenditure to September	2020 1USD-5ZWL	2020 1USD=16.02 ZWL
PROGRAMME 1: POLICY AND ADMINISTRATION	*23,185,000*	*31,573,000*	*72,975,796*	*103,629,600*	*32,343,820*
Employment costs	9,869,000	12,307,000	68,380,045	7,079,200	2,209,488
Goods and services	10,756,000	16,706,000	4,353,290	80,990,400	25,277,903
Current grants	0	0	0	0	0
Non-financial assets	2,560,000	2,560,000	242,461	15,560,000	4,856,429
PROGRAMME 2: EDUCATION RESEARCH, INNOVATION AND DEVELOPMEN	*7,927,000*	*10,537,000*	*33,581,704*	*31,578,200*	*9,855,868*
Employment costs	647,000	812,000	2,212,019	514,000	160,424
Goods and services	6,950,000	9,391,000	1,336,397	21,064,200	6,574,345
Current grants	0	0	30,033,288	1,800,000	561,798
Non-financial assets	330,000	334,000	0	8,200,000	2,559,301
PROGRAMME 3: INFANT EDUCATION	*301,561,000*	*385,110,000*	*186,857,933*	*352,998,200*	*110,174,220*
Employment costs	287,172,000	358,833,000	179,395,446	203,962,600	63,658,739
Goods and services	5,751,000	12,339,000	3,232,946	33,435,600	10,435,581
Current grants	1,700,000	6,200,000	2,690,000	30,000,000	9,363,296
Non-financial assets	6,938,000	7,738,000	1,539,541	85,600,000	26,716,604
PROGRAMME 4: JUNIOR EDUCATION	*415,531,000*	*561,922,000*	*446,761,908*	*500,861,000*	*156,323,658*
Employment costs	396,071,000	494,895,000	437,331,791	280,974,000	87,694,757
Goods and services	6,855,000	25,485,000	2,997,375	55,661,000	17,372,347
Current grants	3,200,000	9,204,000	3,178,000	52,000,000	16,229,713
Non-financial assets	9,405,000	32,338,000	3,254,742	112,226,000	35,026,841
PROGRAMME 5: SECONDARY EDUCATION	*377,869,000*	*511,707,000*	*359,605,884*	*427,538,600*	*133,439,014*
Employment costs	353,525,000	441,732,000	328,618,774	250,924,200	78,315,918
Goods and services	5,187,000	31,623,000	24,230,534	40,450,400	12,624,969
Current grants	1,850,000	6,350,000	2,200,269	24,000,000	7,490,637
Non-financial assets	17,307,000	32,002,000	4,556,307	112,164,000	35,007,491
PROGRAMME 6: LEARNER SUPPORT SERVICES	*6,279,000*	*24,037,000*	*9,752,777*	*282,553,200*	*88,187,640*
Employment costs	1,148,000	1,428,000	2,809,789	813,000	253,745
Goods and services	4,581,000	7,284,000	429,893	33,019,000	10,305,556
Current grants	170,000	170,000	0	0	0
Social Benefits	0	14,775,000	6,513,095	246,381,200	76,898,002
Non-financial assets	380,000	380,000	0	2,340,000	730,337
Total	**1,132,352,000**	**1,524,886,000**	**1,109,536,002**	**1,699,158,800**	**530,324,220**

Employment costs were by far the largest economic category in the 2019 budget, accounting for 93 percent of all budgeted costs, with goods and services the next largest at 4 percent (see Table 4.5). Employment costs were the largest items in the three schooling programmes, and in most of the programmes. By September 2019, 75 percent of the way through the year, MoPSE had spent 97 percent of the original employment costs in the budget, 91 percent of the goods and services costs and more than five times the original budget for current grants (550 percent). However, it had spent only 26 percent of the funds budgeted for non-financial assets. Spending on employment costs varied considerably across programmes. In the three largest programmes, Infant Education, Junior Education and Secondary Education the September expenditure figures (75 percent of the year) were 62 percent, 110 percent and 93 percent respectively. Thus infant spending on staff employment was lower than budgeted while secondary was higher and infant was much higher than budgeted. In the three smaller programmes employment spending was much higher than budgeted. The Policy and Administration Programme spent nearly seven times what was budgeted for staff employment costs (693 percent), the CERID Programme spent more than three times the estimated budget (342 percent) and the Learner Support Services Programme spent two and a half times the budget (245 percent). The budget

was revised and the budget for employment costs was raised by 25 percent, goods and services by 157 percent and non-financial assets by 104 percent even though this category was very under-spent.

Considerable changes were made in the programme economic category allocations in the budget between 2019 and 2020 (see Table 4.5). Employment costs fell from 93 percent to 44 percent, goods and services rose from four percent to 16 percent, and current grants and social benefits rose from one percent and nothing to six percent and 15 percent respectively. Non-financial assets rose from three percent to 20 percent of the total budget. This is by far the largest redistribution between economic categories in many years. The biggest drivers of this change were the employment costs in the three school programmes, which were all practically halved between 2019 and 2020. Employment costs in infant education went from 25 percent of the total estimated budget to 12 percent; in junior education employment costs fell from 35 percent of the total in the 2019 estimates to 17 percent in the 2020 budget; in secondary education the fall in employment costs was from 31 percent of the total MoPSE budget to 15 percent of the total budget in 2020.

Given the major problems with the economy in 2020 coupled with the impact of Covid-19 and past budgetary inefficiency, it is difficult to see how the radical changes in the distribution of the budget between programmes and between economic categories can be sustained. It is again very likely that a drastically revised budget will need to be passed later in this year, and it remains to be seen whether the re-allocation will hold given likely pressure on employment costs in the face of inflationary pressures.

4.5.3 Estimation of public recurrent unit costs

Estimating the unit costs of school education in Zimbabwe is complex because school ownership is complex – with many authorities controlling different schools. More than eleven separate categories of school ownership and control are listed in the EMIS annual reports[80], and government ownership of schools is less than 10 percent, with about 17 percent of learners enrolled in them. Two-thirds of all schools are controlled by city or district councils. However, MoPSE pays teacher salaries in nearly all schools, except those controlled by private individuals (six percent of schools, with just over one percent of learners) and private companies (four percent of schools and two percent of learners). In addition the programme allocations for junior and secondary schooling include costs for NFE. To calculate the unit costs by level in 2019 (Table 4.6) we used the programme allocation for each level less the NFE sub-programme allocation divided by the total enrolment at that level, less individually and company owned private schools.

Unit costs rise through each of the levels of education from infant to secondary (See Table 4.6), largely due to employment costs as these constitute the great bulk of allocated funds at each level, with school operational costs being covered by levies and other fund raising. Estimated unit costs rise from USD 200 per student at infant level to USD 353 at secondary. These estimated costs do not include two important components which cannot be allocated by level in the budget estimates – School feeding and BEAM payments. The sub-programmes within which these two activities occur amounted to USD 35.17 million in 2019 so the actual budget for both activities would have been less than this. Even if the whole of those sub-programmes were devoted to school feeding and BEAM it would raise the total allocation of government funds by only three percent and the unit costs by six to ten dollars across the three levels.

[80]See for example 2019 Primary and Secondary Education Statistics report (May 2020) Section 2.3.4 p.23

Table 4.6 Unit costs by school level in government funded schools 2019 (Budget estimates and EMIS)

Level	USD	% GDP per capita	Multiples of primary
Infant	200	0.5	0.7
Junior	225	0.5	1.0
Secondary	353	0.8	1.3

4.6 External funding

While GoZ remains committed to funding education through domestic resources, the limited size of the overall fiscus means that most of the funds until the current 2020 budget have been used to cover teacher's wages. In 2019, 92.6 percent of the central government recurrent allocation to education was used on teacher salaries with only USD 47 million available for non-wage spending. Schools are largely reliant on parental contributions for non-staff costs. This has led to inequalities of provision across Zimbabwe, with poorer rural areas suffering from a lack of adequate infrastructure and minimal access to teaching and learning materials.

The primary and secondary education sector has other sources of funding, from development partners such as FCDO, the German Development Bank (KfW) and other donors to GPE and EDF (See Table 4.7).

Development partners have been playing a key role in supporting the education sector and other social sectors, particularly with regards to non-wage spending. Most funding for the sector, by partners has not been through direct government systems. Rather, development partners have continued to rely on pooled funding mechanisms such as the Education Transition Fund, and its successor, the EDF, to support the education sector.

Table 4.7 External funding in the Education Sector 2019 (ESPR 2019)

Source of Funding		**Amount 2019**
Education Development Fund (EDF)		US$33,210,854**
Global Partnership in Education (GPE)		US$4,883,707**
Girls Education Challenge(GEC) - FCDO funded	World Vision (iGATE)	GBP£3,346,058
	CAMFED • ZGSE • GECT	GBP£3,265,170 GBP£2,755,213
	Plan International (SAGE)*	
UNESCO		US$838,740
UNICEF (funds other than EDF and GPE for cyclone response)		US$1,119,441
World Bank (Technical Assistance; Trust fund support for ICT policy)		US$480,000

**Figures not available in original*

***Figures were utilization amounts in 2019*

The EDF budget for 2019 was USD 38.8 million and as of December 2019 it had committed USD 33.2 million, a rate of 86 percent. The budget covered four areas:

- Equitable access (USD 22.3 million)
- Improved learning opportunities (USD 12.1 million
- Education system strengthening (USD 2.6 million)
- Programme support costs (USD 1.8 million)

The GPE budget for 2019 was USD 14.7 million, of which USD 11.4 million had been received by December 2019 and USD 4.9 million utilised at a rate of 42 percent.

Overseas Development Assistance (ODA) for education has remained consistent since 2012 at about 12 percent of all ODA, this is reliant on the limited range of donors described above, with political unpredictability limiting engagement with the sector. ODA per capita in 2017 was US$48, lower than the average of US$68 for low-income countries[81]. Years of political conflict and instability have lowered trust in government and meant that the number of donors present in the education sector in Zimbabwe is very limited. While the World Bank manages a number of (non-education) trust funds, it does not contribute any funding through its loan or grant-making facilities, owing to Zimbabwe's arrears. The European Union which previously contributed significantly to the Education Transition Fund and the EDF, can no longer contribute to education sector funding (and thus dialogue and other sector engagements), owing to sanctions.

EDF and GPE funding has improved harmonization and alignment in the sector through support of textbooks and School Improvement Grants (World Bank, 2019), but there remain significant gaps in the quality of international financing. Despite political and economic upheaval in the past eight years in Zimbabwe, donor investment in education has become more harmonised, as pooled funding has grown as a proportion of reported aid while project and technical assistance has fallen (Aslam, Rawal and Outhred, 2018). This has been led by the work of the EDF (and ETF) managed by UNICEF, which has succeeded in pooling money for education and giving donors the confidence to invest in Zimbabwe. Since 2014, GPE has become the second most important contributor to international education financing in Zimbabwe and key to complementary support to policy and systematic issues. While harmonization of funding is strong through the EDF (and more recently through the introduction of GPE's multiplier funding), there remain issues with alignment between donor funding and government systems. A lack of alignment and transparency between donor and government systems in terms of budgeting is a barrier to accountability, and makes it difficult for MoPSE to make accurate predictions of funding gaps in the sector plans.

4.7 School income and Expenditure

4.7.1 School Income

School income, as reported in school census forms is often unreliable on two counts: firstly because schools are sometimes reluctant to divulge the full extent of their income to authorities in fear that other government income may fall if they are seen to be 'too rich', and secondly the figures may be distorted if data entry of these statistics is not cleaned to the same extent that other data are. There is no reason to think that Zimbabwean schools are more likely to report all their income than schools in other countries, though one can assume that they report in the same way each year, so relative

[81] Aslam, M., Rawal, S., Turner, F. 2019.Prospective evaluation of GPE's country-level support to education - Zimbabwe Second Annual Report: final report, October 2019

changes in reported income are real. Perusal of the EMIS database for Zimbabwe[82] showed a number of obvious anomalies in the period 2016 to 2019. One school in 2019 was recorded as having an income of USD 3.661 billion on one category of income, while another school in 2018 supposedly received USD 5.222 billion on another category of income. There were very few schools with such anomalies and six were identified over the period 2016 to 2019 and the anomalous incomes recorded removed from the totals.

Figure 4.4 Total reported income of schools USD 2016-2019 (EMIS)

Reported income fell over the period for both infant and junior[83] schools and also for secondary schools, though in every year secondary schools' income totalled more than that for infant and junior schools (see Figure 4.4). The total reported income for schools is substantial. On average infant and junior schools reported receiving USD 71,607 per year, while secondary schools reported an income of USD 213,490 (see Table 4.10). This is an average of about USD 140 per learner in infant and junior schools, and USD 560 per learner in secondary schools. The largest proportion of school income for both levels was from tuition fees[84], which amounted to about a quarter of all reported income. The next largest proportion of school income was from Centre/SDC levies, which don't actually remain in the school as they are collected to be passed on:

> "Provincial and District operations are solely funded from money collected from the schools through the Better Schools Programme Zimbabwe (BSPZ)[85]. Through BSPZ a certain figure is retained from levies paid by each pupil. We noted that the

[82]Ministry of Primary and Secondary Education. (2020). *2012-2019 Primary and Secondary Education EMIS Database.*

[83]These two levels are reported together because it appears that EMIS Census data entry allocates school income to the early grades (infant) because there is only one form to cover both levels i.e. income actually coming from ECD 'A' and 'B' and Grades 1 and 2 is not reported separately to income related to Grades 3 -7

[84]Tuition fees in the EMIS records include BEAM payments as these are made to cover tuition fees

[85] The BSPZ is a programme established in 1990s for the purpose of bringing together parents, civil society, community leadership and the private sector for the purpose of pooling resources for the inservice training of teachers and school administration, including SDCs for the achievement of quality education

> amount retained from the levies paid varied amongst the provinces and districts visited. In some provinces and district $1 is retained from the learner following the payment of levies, this is then split between the Province and District as follows: $0,30 goes to the province and $0,70 goes towards to district. However, in some provinces and districts $1,20 is retained from each pupil at primary school level with $1,50 being retained from each pupil at the secondary school level. Of these amounts, $0,30 per pupil goes toward the district from the primary schools and $0,50 per pupil is collected at the secondary school level. The balance goes to the Province as follows $0,90 per pupil from the primary schools and $1,00 per pupil from the secondary schools."(Ernst & Young, 2019, p.276)

Other significant categories of income include building levies, and for some secondary schools transport and boarding fees. Secondary schools have larger catchment areas hence the need to support school buses, and they are much more likely to include boarding facilities than lower levels. General Purpose Fund fees are about the same on average for infant and junior schools and secondary schools at just over USD 8,000 per school, but constitute a higher proportion of the income of lower level schools.

Table 4.8 BEAM numbers 2016-2019

Item	2016		2017		2018		2019	
	Number	Pct	Number	Pct	Number	Pct	Number	Pct
Paid by BEAM	68,707	23%	55,500	14%	131,300	28%	182,365	38%
BEAM Claim Still outstanding	235,322	77%	351,224	86%	342,601	72%	297,030	62%
Grand Total	**304,029**	**100%**	**406,724**	**100%**	**473,901**	**100%**	**479,395**	**100%**

Not all school income is from parents; payments include School Improvement Grants (SIGs), BEAM payments, per capita building and salary grants come from the government or development partners, as does external aid. Apart from the BEAM payments, which are not recorded separately on the School Census form, these external payments to schools recorded in EMIS totalled USD 47.71 million in 2019, at an average of USD 2,396 per infant and junior school and USD 10,739 for secondary schools. Other non-parental income includes funds from income-generating projects and rental of school property. BEAM payments, which are sourced from the Ministry of Public Service, Labour and Social Welfare (MoPSLSW), have not been fully paid for many years (see Table 4.8) although the situation is improving. Even so, three in five claims were outstanding in 2019 and school incomes would be greatly improved if these were all paid on time.

Table 4.9: School income 2019 (EMIS)

Type of income	Infant +Junior	Secondary	Total
Tuition Fees	140,653,190	144,583,326	285,236,516
Centre/SDA Levy	127,898,857	77,603,747	205,502,605
Building Levy	67,269,668	62,449,559	129,719,228
Transport	6,863,597	91,804,116	98,667,713
Boarding Fees	6,077,142	73,842,704	79,919,845
General Purpose Fund	54,552,018	24,326,420	78,878,438
Others	19,721,592	27,315,305	47,036,898
Exams	3,681,733	34,058,454	37,740,187
Boarding Levy	3,958,405	25,901,235	29,859,640
School activities including sports levy	17,817,543	8,213,613	26,031,156
Income Generating projects (IGP)	6,237,933	18,060,290	24,298,223
SIG	10,143,307	14,126,840	24,270,147
School management	4,914,647	8,742,433	13,657,080
Per Capita Grants	1,515,675	7,478,053	8,993,728
External Aid	1,695,199	5,915,692	7,610,891
Salary Grants	1,598,891	2,622,252	4,221,143
Rentals	2,060,545	2,026,884	4,087,430
Building Grants	1,033,338	1,579,331	2,612,669
Total	**477,693,282**	**630,650,254**	**1,108,343,536**

On a per school basis secondary school incomes were about three times that of infants and junior schools (see Table 4.10). Lower level schools relied more heavily on tuition fees, centre/SDC and building levies and General Purpose Funds than secondary schools. Secondary schools received more relatively from income generating projects and external funding.

Table 4.10 Average school income per school (EMIS)

Type of income	Infant and Junior	Secondary	All schools
Tuition Fees	21,084	48,945	29,635
Centre/SDC Levy	19,172	26,271	21,351
Building Levy	10,084	21,141	13,477
Transport	1,029	31,078	10,251
Boarding Fees	911	24,998	8,303
General Purpose Fund	8,177	8,235	8,195
Others	2,956	9,247	4,887
Exams	552	11,530	3,921
Boarding Levy	593	8,768	3,102
School activities including sports levy	2,671	2,781	2,705
Income Generating projects (IGP)	935	6,114	2,524
SIG	1,521	4,782	2,522
School management	737	2,960	1,419
Per Capita Grants	227	2,532	934
External Aid	254	2,003	791
Salary Grants	240	888	439
Rentals	309	686	425

Type of income		Infant and Junior	Secondary	All schools
Building Grants		155	535	271
	Total	**71,607**	**213,490**	**115,153**

Schools reported USD 24,270 million in income from income generating projects in 2019, with secondary schools reporting an average of over USD 6,000 per school and infant and junior schools an average of USD 935. This represented 1.3 percent of infant and junior school income and 2.9 percent of secondary school income on average. The amounts generated varied greatly by levels of schools, from an average of USD 626 in P3 schools to USD 10,134 in SI schools (see Table 4.11)

Table 4.11 Income Generating projects by Grant level 2019 (EMIS)

Level	Total	# Schools	Average
P1	$877,401.37	342	$2,566
P2	$1,889,126.69	784	$2,410
P3	$3,471,404.48	5,545	$626
S1	$2,087,574.68	206	$10,134
S2	$3,502,140.10	421	$8,319
S3	$12,470,575.58	2,327	$5,359
All Schools	**$24,298,222.90**	**9,625**	**$2,524**

However increasing emphasis on generating income through projects using school land and learners' labour is not always popular in the local community. A recent study noted this:

> To increase income at the various school levels, some districts have introduced income generating projects, which have ranged from the rearing of livestock for re-sale (e.g. chickens, rabbits and fish), tuck-shops at the schools (selling grocery items and or school uniforms), gardening/growing of crops for re-sale. Whilst these projects have been successful at some schools, close to 43% of the schools visited by Ernst & Young (in particular in the rural areas) indicated that these projects had been or were being sabotaged by the local community. In these cases the communities were said to be of the belief that the schools are the ones that should be buying these goods from the community and not vice versa"(Ernst & Young, 2019, p.279)

4.7.2 School Expenditure

Schools in Zimbabwe on average have substantial incomes but they also have substantial expenditures. Over the past four years expenditure by infant and junior schools has risen steadily (see Figure 4.5), while expenditure by secondary schools has remained fairly steady, so that the total spending of the 6,671 infant and junior schools is now almost the same as the total spending of the 2,954 secondary schools.

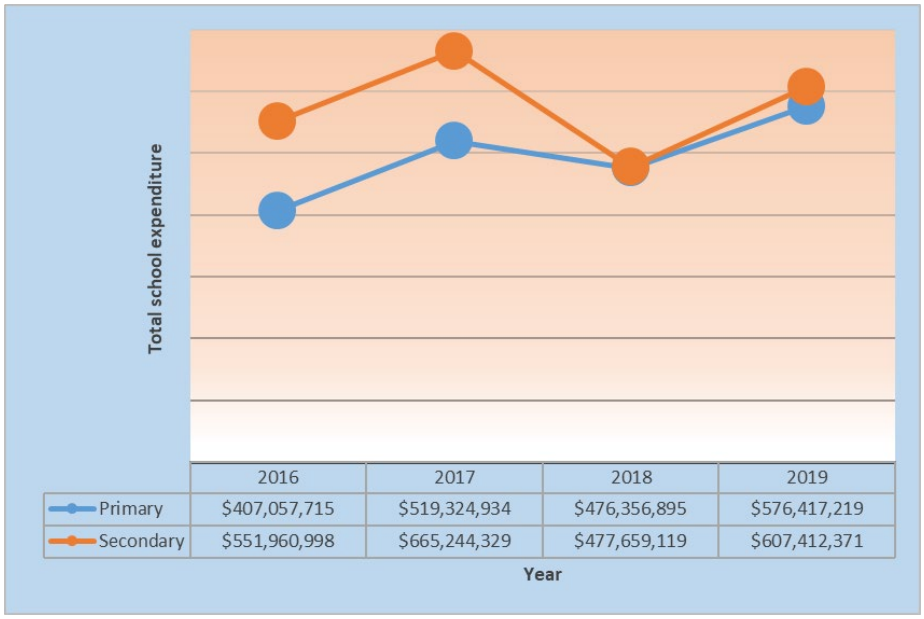

Figure 4.5 Total spending by school level 2016-2019 (EMIS)

The 9,625 schools who replied to the school census in 2019 reported spending USD 1,183 million in total (See Table 4.12)[86]. This was at an average of USD 86,406 per infant and junior school and USD 205,304 per secondary school. For infant and junior schools the average expenditure was USD 14,799 more than reported income, while for secondary schools the average expenditure was USD 7,867 more than reported income. As we stated in Section 4.7.1, this type of data is not fully reliable but it serves to illustrate the kinds of expenditure incurred at school level.

Table 4.12 School expenditure 2019 (EMIS)

Type of expenditure	Infant and Junior	Secondary	Total
Salaries	92,762,964	103,012,578	195,775,542
Textbooks and Stationary	117,923,604	46,785,665	164,709,269
School Management	130,054,957	30,656,336	160,711,293
Others	39,580,855	62,565,471	102,146,326
Practical subjects Equipment	3,605,007	94,546,548	98,151,555
Buildings	41,974,606	54,606,971	96,581,577
Boarding	36,973,509	56,831,309	93,804,817
Repairs	26,855,917	26,916,306	53,772,223
Sport Arts and Culture	25,498,379	22,327,565	47,825,944

[86]As with the reported school income they were some very obvious mis-entries in the data set for school expenditure. On inspection 16 entries out of 616,000 covering 16 expenditure categories over four years for 9,625 schools were set to zero because the entries were extremely out of range.

Type of expenditure	Infant and Junior	Secondary	Total
Trips	12,138,748	30,211,284	42,350,032
Exams	13,023,464	26,536,952	39,560,416
Water, Light and sanitary charges	9,984,653	21,128,310	31,112,962
BSPZ payments	9,038,475	14,393,550	23,432,025
Communication Services	4,270,917	7,614,659	11,885,576
Teacher Training	5,964,184	5,395,736	11,359,920
Fringe Benefits	6,766,982	3,883,132	10,650,113
Total	**576,417,219**	**607,412,371**	**1,183,829,590**

Source: Own calculation from EMIS records

For infant and junior schools the largest expenditure items included school management costs, textbooks and stationery, and salaries. These accounted for 60 percent of all expenditure at this level. After that came buildings and boarding expenditure which together amounted to 14 percent of expenditure. In secondary schools the largest average expenditure categories were salaries, equipment for practical subjects, and 'others' – these three accounted for 43 percent of all expenditure. The next largest categories were again buildings and boarding which accounted for 18 percent of expenditure.

Average school expenditure varies considerably by grant class. Infant and junior schools in wealthy urban areas (Class P1[87]) had an average annual expenditure in 2019 of USD 350,671; in contrast those in poor and/or rural areas (P3) spent on average USD 52,151 per year (see Table 4.13). For secondary schools the differences were even greater. The 206 wealthy S1 schools in low density urban areas[88] had annual average expenditures of USD 903,536 while S3 secondary schools in rural areas spent on average USD 104,497 in 2019.

Table 4.13: Annual average expenditure by grant class 2019 (EMIS)

Level	Total	# Schools	Average
P1	$119,929,424	342	$350,671
P2	$167,309,996	784	$213,406
P3	$289,177,799	5,545	$52,151
All types	*$576,417,219*	*6,671*	*$86,406*
S1	$186,128,316	206	$903,536
S2	$178,120,104	421	$423,088
S3	$243,163,951	2,327	$104,497
All types	*$607,412,371*	*2,954*	*$205,624*
All Schools	**$1,183,829,590**	**9,625**	**$292,030**

4.8 Household contributions to public education

Education is highly valued in Zimbabwe and parents contribute to school operations in many ways besides providing school uniforms and transport and assisting in kind and in cash to the on-going

[87] About half of these are in Harare and Bulawayo while a fifth of those in the provinces had a boarding component

[88] About half of these are in Harare and Bulawayo. Seventy percent of the remainder in the provinces have boarding components

operations and maintenance of the schools. As government support to schools has declined in recent years parents have increasingly been asked to support the operations of schools.

4.8.1 Education cost-sharing between government and families

Section 4.7.1 above set out school incomes by year and level over the past four years. School incomes come from four sources – these are parent contributions paid through various school levies and fees, income from government payments to schools through grants (such as salary and per capita grants), funds raised by schools themselves (such as income generating projects and rental of premises), and from external aid directly given to schools (such as SIGs). Until 2019 households have been contributing more to school income and operations than the government (see Table 4.14)[89].

Table 4.14 Funding for schools by source 2016-2019 (USD millions)(EMIS)

Item	2016	2017	2018	2019
Government spending	810.43	803.77	906.59	1,132.32
External funding		41.85	57.15	52.49
Household school contribution	1,014.69	955.80	1,052.73	930.59
Total	**1,825.12**	**1,801.42**	**2,016.47**	**2,115.40**

Source: Own calculation from EMIS records

The government share of school income has now risen from 44 percent in 2016 to 54 percent in 2019 (see Figure 4.6). The MoPSE budget for 2020 has shifted the share of allocations from employment costs to goods and services (see Section 4.3 above) and if these funds can be delivered then some of the burden on parents, and on schools may well be relieved. External aid represents a small contribution to overall school funding, though if targeted, it can be vital in providing essential inputs; most external aid is provided at other levels, such as in the assistance provided for textbooks nationally, which schools receive in kind rather than cash.

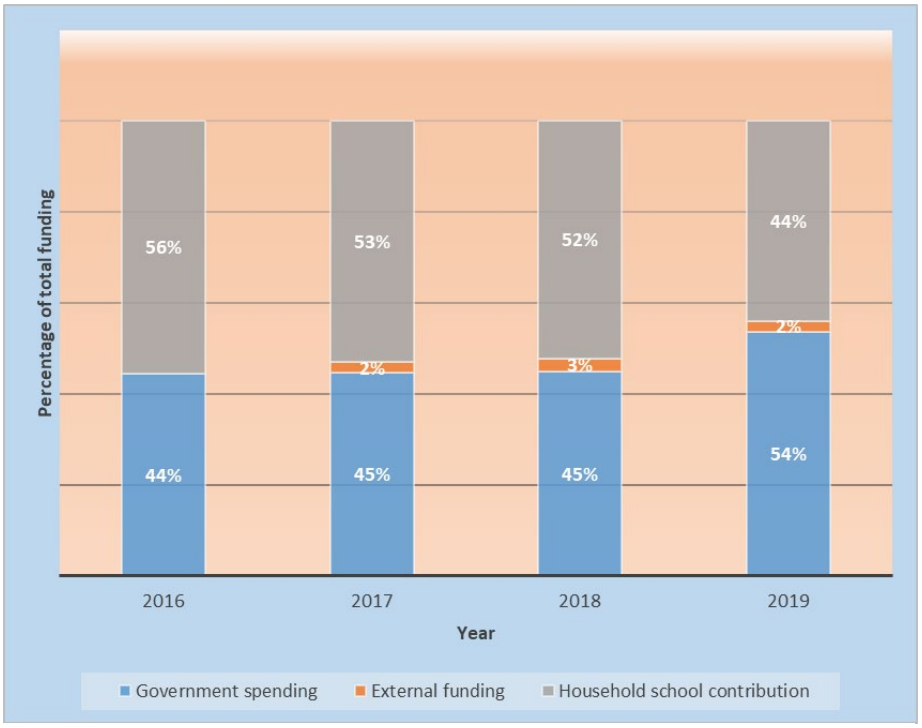

Figure 4.6 Percent school funding by source (EMIS)

[89]School income generating projects and rentals may sometimes be only possible insofar as they utilise government provided resources of land, buildings and staff. We acknowledge that income generating projects also often involve the use of parental labour and community inputs

4.8.2 Household contributions to school levies

There are a number of ways that households contribute to school operations. Most schools have a general levy which covers categories like Tuition Fees, General Purpose Fund, School Management and Sports Levy. Because of the lack of capital inputs to schools through the national budget, schools may charge a Building Levy to build or maintain classrooms and specialist facilities. Schools with boarding facilities, mainly secondary schools, may charge a Boarding Levy as well as collect boarding fees. Then there are a number of contributions which households make which are passed on from the schools such as the amounts paid to help operate provincial education offices (PEOs) and district education offices (DEOs), or exam fees. Individual schools combine or separate these fees in different ways. There are few clear trends when the household total contributions are examined over the past four years (see Table 4.15). There are fluctuations between years but these may well be due to inconsistencies in the way the data is collected.

Table 4.15 Household school levies by grant class (EMIS)

Level	2016	2017	2018	2019
P1	101,834,862	129,404,533	105,227,614	111,937,251
P2	176,606,520	185,273,982	101,383,002	83,737,126
P3	159,545,412	138,699,174	148,142,870	201,952,932
S1	176,202,946	198,926,484	159,187,276	137,946,438
S2	112,579,661	109,848,423	166,485,340	107,724,475
S3	287,917,149	193,647,050	372,308,224	287,293,693
All Schools	**1,014,686,549**	**955,799,645**	**1,052,734,325**	**930,591,915**

There are large differences in the average annual amounts paid per learner by households to schools. In P1 schools which are in wealthy urban areas largely, household contributions to school incomes are more than USD 600 per year, before other school-related expenses, such as school uniforms, learning materials and transport are considered (see Table 4.16). In contrast parental contributions in the much more numerous and largely rural P3 schools are only about a tenth of this level. P3 schools must be heavily reliant on increasing government contributions if they are to present a quality education. The draft SFP makes this point very strongly (see Section 4.2.2).

Table 4.16 Household school levies by grant class and learner (EMIS)

Level	2016	2017	2018	2019
P1	629	833	667	679
P2	337	352	181	144
P3	62	53	56	75
All primary	*135*	*137*	*106*	*116*
S1	1,676	1,957	1,589	1,344
S2	474	463	644	421
S3	399	263	512	375
All secondary	*542*	*467*	*643*	*474*
All Schools	**236**	**218**	**237**	**204**

The situation is very similar in secondary schools though the difference between S1 and S3 schools is not as great. Annual household contributions per learner in S1 schools are around USD 1,500 which is

a considerable sum and may explain some of the observed failure to fully complete secondary schools. In S3 schools in rural areas the household contributions per learner are around three to four hundred US dollars per year, which probably represents an even greater burden on rural households (see Table 4.16).

4.9 Economic efficiency in the education sector

4.9.1 Internal efficiency

It should take a learner in the Zimbabwean school system seven years to complete the cycle of grades from one to seven, and four years to complete the cycle from Form One to Form Four. If all learners did this then the system would be perfectly efficient, that is the amount of funds spent in primary grades would be equal to the amount of funding needed for one year times seven, and similarly for the four years of the lower secondary cycle. However, we know that some learners repeat one or more years of school and some learners drop out of school before completing the full cycle. Both of these cause inefficiency in the system and some of the funds spent by the state and households is in effect wasted. When a learner repeats then the funding inputs for that year are spent twice, and when a learner drops out before the end of the cycle then the state and the individual do not derive the full intended benefit from the years completed[90]. We can represent this by the Internal Efficiency Coefficient (IEC) where a score of 100 would mean that the system is perfectly efficient.

Table 4.17 Internal efficiency of primary and secondary schooling (Own calculation)

Primary	
Internal efficiency coefficient	67
Dropout related	71
Repetition related	69
Learner years to produce one graduate	10.4
Lower Secondary	
Internal efficiency coefficient	74
Dropout related	79
Repetition related	75
Learner years to produce one graduate	6.4
Full Secondary	
Internal efficiency coefficient	24
Dropout related	30
Repetition related	24
Learner years to produce one graduate	24.6

The internal efficiency coefficient (IEC) of primary (Grades One to Seven) is moderately good at 67 (see Table 4.17). This means that about one third (33 percent) of all spending in this cycle is wasted. It takes the equivalent of 10.4 years of funding inputs to produce one graduate from Grade 7 who is enrolled in Form 1. Repetition has relatively little effect on the IEC at primary, disregarding dropout effects, repetition only raises the IEC from 67 to 69. Dropout over this cycle also has quite a small effect on efficiency, raising the IEC from 67 to 71.

[90]The benefits of even limited schooling are likely to be greater than no schooling at all, especially if literacy is attained

In lower secondary (Forms one to four) the cycle is more efficient than primary with an IEC of 74 (see Table 4.17). Eliminating repetition would raise the IEC by just one point to 75, while eliminating dropouts would raise it slightly more to 79. Still about a quarter of all spending is wasted in this cycle. it takes on average 6.4 years of inputs to produce one four year graduate of the system through to Lower Sixth.

If we consider the whole secondary cycle from Form 1 to upper sixth internal efficiency is very low (see Table 4.17). The IEC for the whole cycle is 24 – this means three quarters (76 percent) of all spending in this cycle is wasted in terms of having learners who enter Form 1 passing A levels eventually. Of course the main reason for this is the extreme bottle neck at the end of Form Four where pass rates and hence progression are very low, and in addition some passers leave the system for work, or employment as their families can no longer afford the increased fees at this level. For poorer families, those in the poorest 20 percent of households, less than one percent of the children will complete Upper Sixth. Repetition is low in the cycle, apart from Forms Three and Four and elimination altogether would not raise the IEC. Eliminating dropout would produce more effect and raise the IEC to 30. The government and households put in over 24 years of funding for each successful A level learner from those who start in Form Four.

4.9.2 External efficiency

The external efficiency of education is defined as the use by individuals of the knowledge and skills acquired through their education during adulthood[91]. This type of analysis seeks to measure the extent to which education contributes to individuals' social utility, as well as to measure the personal benefits of the training received. The impacts of education can be divided into two types: economic and social. The **economic dimension** relates mainly to the relationship between education and the employability and productivity of school leavers, but also to the contribution of education to economic growth. The **social dimension** covers a plethora of aspects, including mortality, health, fertility, civic attitudes, and environmental awareness and so on.

The economic dimension of external efficiency has often been measured by the rate of return to education expressed as the percentage increase in income attributable to years or levels of education. However, serious criticisms of this approach in Sub-Saharan Africa have called its utility into question[92](Bennell, n.d.) especially in countries where there is a limited formal workforce which is heavily in government employ, as is the case in Zimbabwe.

[91]UNESCO-IIEP; UNICEF; the World Bank; the Global Partnership for Education. (2014). Education Sector Analysis Methodological Guidelines. Volumes I and II.

[92] Bennell, P. (undated). Rates of return to education: Does the conventional pattern prevail in sub-Saharan Africa?

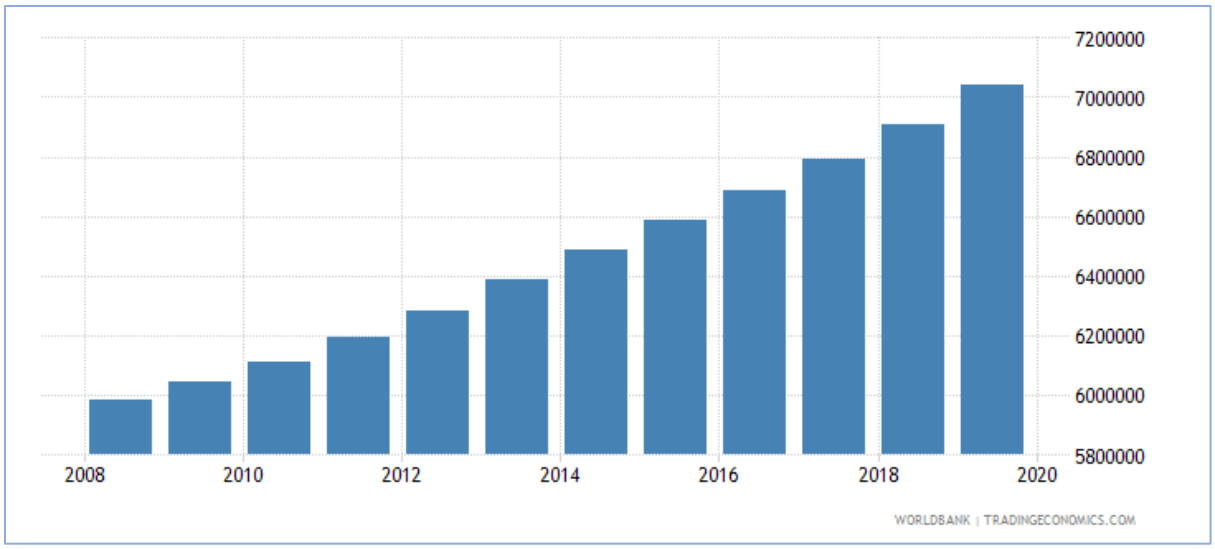

Figure 4.7 Total Labour force Zimbabwe 2008-2019 (Trading Economics)

The total labour force includes all people aged 15 and over who are economically active; it includes those who working either formally or informally, and the unemployed who are seeking work. Zimbabwe's labour force has grown constantly in the past ten years despite relatively high levels of out-migration of active workers both skilled and unskilled particularly to neighbouring countries.

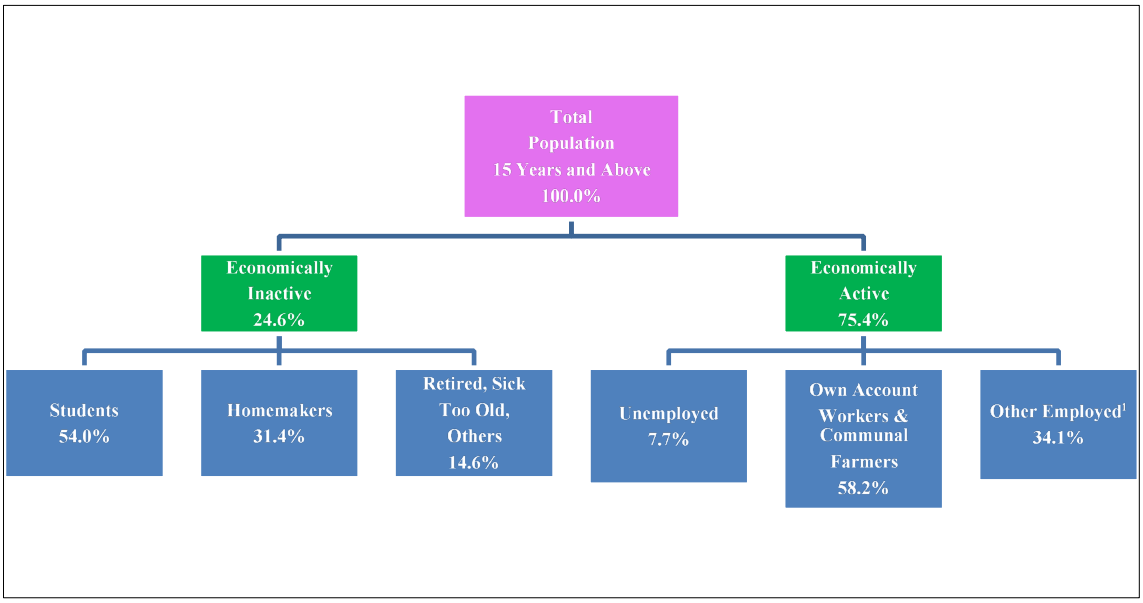

Figure 4.8 Composition of the Labour force Zimbabwe 2017 (PICES)

In Zimbabwe about three quarters of the population aged 15 and over was economically active in 2017 (see Figure 4.8) and the largest single category of these was comprised of own account workers and communal farmers (58 percent). The other employed category includes paid employees, employers and unpaid family workers – this takes in about one third of the economically active.

Table 4.18 Economically active persons by gender, Zimbabwe 2017 (PICES)

Economic Activity	Male	Female	Both genders
Paid Employee-Permanent	15.9	8.7	12.3
Paid Employee Casual	14.1	7.5	10.8
Employer	0.1	0.0	0.1
Own Account Worker (Communal, Resettlement Farmer)	50.0	66.5	58.2
Own Account Worker (Other)	9.8	8.6	9.2
Unpaid Family Worker	1.7	1.7	1.7
Unemployed	8.4	7.0	7.7
Total	**100.0**	**100.0**	**100.0**

Males are more likely to be in paid employment, either permanent or causal, than females, while females are more likely to be communal or resettlement farmers (see Table 4.18). Males are slightly more likely to be unemployed and looking for work than females. Urban workers are spread more or less equally among four categories (see Table 4.19) – paid employment, permanent and casual, and own account workers who are not farmers, and unemployed. Nearly a quarter of all economically active members of the urban population are unemployed. For those living in rural areas there is much greater concentration with four out of five being communal or resettlement farmers. None of the other categories reach double figures, and only 1.3 percent are categorised as unemployed.

Table 4.19 Economically active persons by location, Zimbabwe 2017(PICES)

Economic Activity	Rural	Urban	Total
Paid Employee-Permanent	6.5	26.6	12.3
Paid Employee Casual	6.1	22.2	10.8
Employer	0.0	0.3	0.1
Own Account Worker(Communal, Resettlement Farmer)	80.6	3.4	58.2
Own Account Worker (Other)	3.8	22.2	9.2
Unpaid Family Worker	1.7	1.9	1.7
Unemployed	1.3	23.3	7.7
Total	**100.0**	**100.0**	**100.0**

The overwhelmingly great proportion (90.5) of the economically active in rural areas are located in the agricultural, forestry and fishing industries, whether they are male or female (see Table 4.20). Education is the next most important industry with just two percent of all the persons, followed by wholesale and retail trade with 1.8 percent. There is relatively little difference among male and females in terms of industry. In urban areas more than a quarter of the active population is in trade whether retails, wholesale or to do with motor vehicles, with females predominating. Manufacturing and other service activities are the next most important industries, with males more represented in manufacturing. As to be expected, there is a much greater spread across industries in urban areas.

Table 4.20 Economically active persons by industry, gender and location (PICES)

Industry	Rural Areas			Urban Areas		
	Male	Female	Both Sexes	Male	Female	Both Sexes
Agriculture Forestry and Fishing	87.9	92.9	90.5	5.4	9.3	7.0
Mining and Quarrying	2.4	0.4	1.3	3.6	0.7	2.4
Manufacturing	1.3	0.3	0.8	13.5	5.3	10.1
Electricity, Gas, Steam & Air Conditioning Supply	0.0	0.0	0.0	1.2	0.4	0.9
Water Supply; Sewerage, Waste Management & Remediation Activities	0.1	0.0	0.0	0.4	0.2	0.3
Construction	1.1	0.0	0.5	8.9	0.3	5.4
Wholesale, Retail Trade; Repair of Motor Vehicles & Motorcycles	1.4	2.1	1.8	22.6	33.4	27.0
Transportation and Storage	0.6	0.0	0.3	11.0	0.7	6.8
Accommodation& Food Service Activities	0.2	0.1	0.2	1.9	1.6	1.8
Information & Communication	0.1	0.0	0.0	1.8	0.8	1.4
Financial & Insurance Activities	0.0	0.0	0.0	1.0	1.6	1.2
Real Estate Activities	0.0	0.0	0.0	0.1	0.1	0.1
Professional Scientific & Technical Activities	0.1	0.0	0.1	1.8	0.9	1.4
Administrative & Support Service Activities	0.2	0.0	0.1	3.3	0.9	2.3
Public Administration & Defence; Compulsory Social Security	0.5	0.1	0.3	6.0	3.8	5.1
Education	2.2	1.9	2.0	4.1	8.5	5.9
Human Health & Social Work Activities	0.4	0.4	0.4	2.9	6.0	4.2
Arts Entertainment & Recreation	0.0	0.0	0.0	0.9	0.3	0.6
Other Service Activities	0.6	0.5	0.6	6.2	13.9	9.3
Activities of Households as Employers; Producing Activities of Households	0.2	0.3	0.3	1.8	8.1	4.4
Activities of Extraterritorial Organizations & Bodies	0.7	0.7	0.7	1.7	3.2	2.3
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

So far, the picture that emerges of the workforce in Zimbabwe is that a relatively small proportion of it is dependent on high levels of formal education. In both rural and urban areas, and for males and females the categories of employment and the industries profiles do not suggest high dependence on education beyond junior or lower secondary education. Unfortunately there is very little recent data on occupation[93] available for Zimbabwe as the last published labour force survey was in 2014 and ILO survey results for Zimbabwe are not available for recent years. Only a quarter of individuals (27 percent) in Zimbabwe depend on salaries and wages as their main source of income[94] as opposed to selling agricultural produce which accounts for the main income of half of the individuals in the population. On a location basis two thirds (67 percent) of adults in rural areas depend on selling agricultural production, while in urban areas nearly the same proportion (64 percent) depend on salaries and wages.

Education also is a factor of change in the way people's behaviour changes. This can involve changes in things like health, both personal and for others such as children, and educational experiences extending to the next generation. First we will measure the relationship between education and behaviour (see Table 4.21), then look at the impact of these in terms of the social impact of different levels of education on behaviour (see Table 4.22)

The MICS for 2019 has a range of social activities reported against mother's level of education[95] including those to do with health behaviours towards children and educational behaviours towards their children. We selected five health and four education behaviours to illustrate the social effects of education; these also have economic dimensions – raising healthy children reduces the costs of morbidity and mortality and contributes to their later economic productivity, while good school

[93]PICES collected data on occupation but does not report numbers or percentages of persons in various occupations except against income and gender (p.79)

[94]Zimbabwe National Statistics Agency. (2018). *Poverty, Income, Consumption and Expenditure Survey 2017 Report*. December, 2018

[95]MICS uses only primary, secondary and higher education levels rather than the four used in Zimbabwe

support contributes to extended education at a lower cost and also adds to the economic value and social capital of the next generation.

Table 4.21 Social behaviours by mother's education (MICS)

Social behaviours	Pre-primary or none	Primary	Secondary	Higher
Health-related behaviours				
Adolescent no-birth rate	n.d[96].	82%	90%	98%
Women aged 20-24 with no live birth before 18	n.d.	49%	80%	95%
Children breastfed	n.d.	99%	99%	98%
Full vaccinations for children	45%	46%	53%	57%
Stunted children under 5 years	25%	29%	22%	24%
Education-related behaviours				
Children entering Grade 1 at right age	50%	59%	71%	92%
Children aged 7-14 attending school	83%	90%	95%	99%
Met with teacher in past year to discuss progress	49%	62%	78%	90%
Physical punishment of child aged 1-14 in last month	28%	36%	45%	45%

n.d. indicates no data

For most of these there was a clear observable difference between the behaviour of mothers with different levels of education with better behaviour rising with each education level; the extent of the change varied between the selected behaviours. Of the selected nine behaviours only two showed no clear effect: under-five stunting showed no clear pattern; stunting is the effect on a child's expected height for age caused by prolonged malnourishment. Breastfeeding also was very high among all mothers regardless of education. One other behaviour is problematic – physical punishment of children in the last month rises with educational experience, that is, the more education the mother has the more likely it is that they will physically discipline their children. This may be a reflection of educational practice in Zimbabwe in the past so that those who have been in the system the longest have been acculturated to the use of such punishment from their own experience.

Table 4.22 Distribution of the social impact of education by level and behaviours (Own calculation)

Behaviours	Primary	Secondary	Higher
Health-related behaviours			
Adolescent birth rate		51	49
Women aged 20-24 with live birth before 18		67	33
Children breastfed		45	55
Full vaccinations for children	9	60	31
Stunted children under 5 years	-8	13	-4
Education-related behaviours			
Children entering Grade 1 at right age	20	31	49
Children aged 7-14 attending school	43	31	26
Met with teacher in past year to discuss progress	32	37	31
Physical punishment of child aged 1-14 in last month	49	50	1
Average social impact for the level	12.0	41.9	33.7
Average social impact of one grade	1.7	7.0	8.4

[96]For this and the following two items there was insufficient data from the survey to record valid responses

Behaviours	Primary	Secondary	Higher
Public recurrent unit cost per grade	1.0	1.6	4.6[97]
Cost efficiency index = impact/cost	0.017	0.044	0.018
Relative cost efficiency	100	255	107

We then calculated the marginal impact of education on each behaviour in Table 4.21 by examining the difference between each level, either positive or negative and then allocating this difference as a percentage – these are the values in the top half of Table 4.22. We then averaged these to obtain the social impact for the level across all nine behaviours, and divided by the number of grades in the level to obtain the average impact per year. The cost efficiency for each level then is the average annual social impact divided by the relative unit cost for the level, setting primary as 1.0. The relative cost efficiency is the cost efficiency of each level divided by that for primary.

What does this tell us about the relative contributions of the different schooling outcomes to social behaviours? The main message is that secondary education is significant in Zimbabwe for its impact on the way mothers behave to improve the health and educational outcomes of their children, and this impact is greater than that of primary schooling alone or of higher education. This means that there are economic and social benefits in encouraging further the transition of female learners from junior to lower secondary education and in their continuance in secondary schooling.

4.10 Summary of Key Points

- The draft School Financing Policy provides a way forward to address many funding difficulties for schools and households
- If the School Financing Policy is approved it will be very difficult for the government to provide the envisaged resources in the present economic climate
- Government spending on education at school level has been dominated by employment costs at over 90 percent of all spending; there has been a drastic change in the budget for 2020
- Very little has been spent on goods and services, and on capital items in past years, though again this has been changed in the current budget
- Even the small proportions allocated to goods and services have been underspent, though this has often been because funds were not released to MoPSE
- Three school programmes receive most of the MoPSE budget at over 90 percent
- The three smaller programmes overspent their budgets substantially in 2019, while the school programmes were either underspent or close to par
- External funding is not substantial but closely targeted to essential needs in Goods and Services
- School income and expenditure data as recorded in the EMIS database has a limited number of large apparent errors which influence the totals if not cleaned
- School tuition fees make up about a quarter of school income: BEAM payments are important but only 38 percent were actually paid to schools in 2019
- Schools spent the largest proportions of their expenditure on salaries, textbooks and stationery, and school management

[97]Estimated based on data from World Bank (2010).

- The average amount of household school levies was most influenced by location and school level with P3 levies on average the smallest and S1 levies the largest
- Support for girls' secondary education is justified in terms of the socio-economic benefits it brings

4.11 Recommendations

- The draft School Financing Policy be brought to approval as soon as possible
- That the main recommendations in the draft School Financing Policy be implemented as widely as possible within the constraints of the current economic situation and the Covid-19 circumstances
- That the reallocation of funding in the 2020 budget, away from employment costs and to goods and services and capital items, be continued consistent with sufficient funding for quality teachers
- That the proportions of funding to employment costs, goods and services, and capital spending be consistent across the three schooling programmes, while recognising the constraints posed by differing PTRs ratios in these three sub-sectors
- That the trend to increasing the MoPSE education budget to the internationally recognised proportion of GDP and total government budget be continued
- The state assume, as far as possible, a greater share of provision of school incomes through the reinvigoration of the per capita grant allocations and the complete payment of BEAM arrears
- That more attention be given to accountability for school, district and provincial funds provided by parents
- Provide financial support to improve girls' transition rate from Grade 7 to Form 1 in view of the economic and social benefits from mothers' education

5. Analysis of Access, Equity and Quality in the Provision of Education

5.1 Introduction

This chapter presents an analysis of the education sector performance in Zimbabwe with focus on "gender-equitable access, quality, inclusive, relevant and competence-driven Infant, Junior, Secondary and Non-Formal Education" as defined in MoPSE's mission statement. The chapter also touches on the concept of inclusivity which should be understood as the provision of education that addresses any barriers to embrace the full spectrum of learner diversity, including gender, different abilities and related pedagogical needs, disabilities, language barriers, distances to school, and the socio-economic needs of orphans and vulnerable children (OVC) and out-of-school children (OOSC).

In particular, this chapter is structured in accordance with the following main sections: conceptual overview of the international, regional and national context for the provision of education; legislative and policy environment governing access to and equity of education; quantitative data analysis on internal efficiency and equity of the education system and qualitative data analysis on external impacts on the performance of the education system; overview of various programmatic interventions at different levels of the education system to mitigate shortcomings of education sector performance. It concludes with a summary of key points, followed by recommendations.

The chapter should be read in close conjunction with chapter four on education finance pertaining to equitable funding of schools and impacts on equity and access to education service delivery, chapter six on curriculum and assessment with regard to quality of learning outcomes and chapter eight on learners' safety, health and welfare.

The analysis relies on quantitative data provided by EMIS of MoPSE, in particular the annual statistical reports for the years 2016, 2017, 2018 and 2019. Some sections of this chapter also relate to the previous ESA and draw valuable information from ESPRs, in particular the draft report for 2019[98]. Furthermore, this chapter also uses EDF II[99] and GPE[100] progress and annual reports as sources of information on the performance of the education sector.

5.2 Conceptual overview of the international, regional and national context

This section provides an overview on the main global, regional and national frameworks and conventions which guide the delivery of education services in Zimbabwe.

5.2.1 Strategic Framework: Education for Sustainable Development (ESD), Continental Education Strategy for Africa (CESA) and Regional Indicative Strategic Development Plan (RISDP 2015-2020)

Sustainable development is a vision of development that embraces populations, ecosystems and natural resources and integrates concerns such as the fight against poverty, gender equality, human rights, education for all, health and human security, including disaster preparedness. Education for sustainable development (ESD) aims to help people to develop attitudes, skills and knowledge to make

[98]Ministry of Primary and Secondary Education. (2020). Education Sector Performance Review. 2019
[99]In particular: UNICEF. (2020). The Education Development Fund II Eighth Progress Report, April 2020
[100]In particular: UNICEF; Ministry of Primary and Secondary Education. (2019). Global Partnership for Education. Annual Report for the Period 1 January 2018 – 31 December 2018

informed decisions for the benefit of themselves and others, now and in the future, and to act upon these decisions. For sustainable development to be achieved in Zimbabwe, the education system needs to reflect as far as is practicable the 17 SDGs and 169 targets.

Zimbabwe has integrated and mainstreamed the SDGs into Vision 2030 and related development and macroeconomic policies. In particular, MoPSE has been mandated with the implementation of SDG 4: "By 2030, ensure inclusive and equitable quality education and promote lifelong learning opportunities for all". SDG 4 focuses on inclusion, equity and lifelong learning and goes beyond the mere expansion of the scope and coverage of the Education for All agenda by placing learning and equity at the core of the global education discourse. The ten targets of SDG 4 express a global commitment to ensure the right to quality education for all throughout life. This includes commitments to ensure both access to quality pre-primary, primary and secondary education for all and equal opportunities for access to effective quality post-secondary education and training.

The overall objectives of the SDGs are also embedded in the Continental Education Strategy for Africa (CESA 2016-2025) and in the SADC Regional Indicative Strategic Development Plan (RISDP 2015-2020). CESA has 12 strategic objectives among which are the aspirations to revitalise the teaching profession to ensure quality and relevance at all levels of education, provide adequate education infrastructure and expand access to quality education in all sub-sectors and for all, and to accelerate processes leading to gender parity and equity. RISDP focuses on regional programmes for economic and social development with education targets to ensure universal primary education and the reduction of enrolment gaps between boys and girls at all levels of education.

Zimbabwe is addressing these through implementing various programmes under GPE II and EDF II, e.g. teacher capacity development, curricula review, teacher professional standards, STEM, school infrastructure development, and strengthening of school governance through various capacity building programmes.

The objectives of global and regional frameworks for education are reflected in MoPSE's mission statement whose core function is to provide "equitable, quality, relevant and competence-driven infant, junior, secondary and non-formal education". In this context[101] it is understood that

- Equity in education means making sure every student has the support needed to be successful. Equity in education requires putting systems in place to ensure that every child has an equal chance for success. That requires understanding the unique challenges and barriers faced by individual learners, or by sub-populations of learners and providing support measures to overcome those barriers.
- Access to education is the ability of all people to have equal opportunity in education, regardless of their social class, gender, ethnicity background or physical and mental disabilities.
- Quality of education looks at learners achieving better results in national examinations. It implies improved continuing professional development, the provision of sufficient textbooks

[101]The definitions of equity in education, access to education, quality of education and inclusive education are used in line with those given by Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

and other learning resources, including ICT, assistive technology for children with disabilities, and a conducive learning environment and infrastructure provision.

5.2.2 Legislative and policy environment

The following legislative and policy documents have been considered as guiding frameworks for the review of education sector performance relating to access, equity and quality of education.

5.2.2.1 Constitution of Zimbabwe

Zimbabwe's Vision 2030 is anchored on five strategic clusters namely: governance; macro-economic stability and re-engagement; inclusive growth; social/human capital development; and infrastructure and utilities. A key value underpinning Vision 2030 is, *broad based citizenry participation in national and socio-economic development programmes*. This is vital to ensure that no one is left behind.

Underpinning the environment in any country is the constitution. The new Constitution of Zimbabwe came into force in May 2013. Following this has been a process of harmonising existing policies, legislations, institutional arrangements and administrative practices with the new Constitution. There are two Chapters in the Constitution of Zimbabwe that are relevant to children (Chapters 19 and 27). The right to education was cemented and strengthened by Section 75, which stipulates that: "Every citizen and permanent resident of Zimbabwe has a right to a basic state-funded education, including adult basic education, and that the state must take reasonable legislative and other measures, within the limits of the resources to it, to achieve the realisation of this right".

19 Children

(1) The State must adopt policies and measures to ensure that in matters relating to children, the best interests of the children concerned are paramount.

(2) The State must adopt reasonable policies and measures, within the limits of the resources available to it, to ensure that children -

(a) enjoy family or parental are, or appropriate care when removed from the family environment;

(b) have shelter and basic nutrition, health care and social services;

(c) *are protected from maltreatment, neglect or any form of abuse*; and

(d) have access to appropriate education and training.

(3) The State must take appropriate legislative and other measures -

(a) to protect children from exploitive labour practices; and

(b) to ensure that children are not required or permitted to perform work or provide services that -

(i) are inappropriate for the children's age; or

(ii) place at risk the children's well-being, education, physical or mental health or spiritual, moral or social development.

Government of Zimbabwe (2013). Zimbabwe Act No. 1: Constitution of Zimbabwe Amendment (No 20). Harare, Government of Zimbabwe. p. 20.

Education Amendment Act (No. 15 of 2020)

MoPSE has commenced aligning all education sector policies with the 2020 Education Amendment Act. The Act regulates the right of every child to access basic education and includes the following critical provisions: (1) compulsory state-funded free basic education[102] from early childhood up to fourth form[103] and that teaching and learning materials will be provided by government; (2) abolition of corporal punishment and disciplinary measures must be moderate, reasonable and proportionate; (3) retention of pregnant girls in school; (4) provision of sanitary wears and other menstrual health facilities to female learners in all schools to promote menstrual health; and (5)

[102]The Act also makes a provision that parents who do not send their children to school may be punished with a fine or up to two years' imprisonment

[103] The Act does still enable MoPSE to set school fees, but also states pupils will not be required to pay fees and no pupil shall be excluded from school for non-payment of school fees

endeavour to be made to teach every officially recognised language and that the mother tongue to be used as a medium of instruction at early childhood education.

27 Education
(1) The State must take all practical measures to promote -
(a) free and compulsory basic education for children; and
(b) higher and tertiary education.
(2) The State must take measures to ensure that girls are afforded the same opportunities as boys to obtain education at all levels.

Government of Zimbabwe (2013). Zimbabwe Act No. 1: Constitution of Zimbabwe Amendment (No 20). Harare, Government of Zimbabwe. p. 22.

However, according to an education update in the Kubatana Newsletter (17 March 2020) substantive concerns were voiced that the 2020 Education Amendment Act did not sufficiently address gender discrimination in access to education and safety issues in schools. ECOZI also noted the Act fails to set a target minimum percentage of the national budget to be earmarked for education Whereas the international target is 20 percent, the total government expenditure on education for 2020 is amounts only to 12 percent in Zimbabwe. The Act also does not take up recommendations made regarding community involvement in education, conditions of service of teachers, and rights of persons with disabilities.

5.2.2.2 Secretary's Circular No. 35 of 1999

The Circular addresses the issue of schooling for pregnant learners and allows for the re-entry of girls who fall pregnant to continue with their school. Upon return, after delivery of their babies, such girls are allowed back to school. This provides girls with a second chance to pursue their education, bringing about gender equity and has the potential to increase the completion rates for the girl child.

5.2.2.3 Early Childhood Development Policy

This Policy will guide the establishment and implementation of Early Childhood Development (ECD). In 2017, stakeholder consultations were carried out for this policy and a manual explaining and guiding the implementation of ECD education was developed. In addition, the Secretary's Circulars No. 14 of 2004 and No. 2 of 2014 made ECD A and ECD B compulsory for all children, extending primary schooling to a total of nine years.

5.2.2.4 Disability Person's Act

The Disabled Persons Act came into force in 1992. The Act makes provisions for the welfare of disabled persons as well as for the appointment and functions of a Director for Disabled Persons' Affairs. It also provided for the establishment of a National Disability Board.

In this context, Section 22 of the Constitution provides that all institutions and agencies of government at every level must recognise the rights of persons with physical or mental disabilities, particularly their right to be treated with respect and dignity. Furthermore, Section 22 mandates all government institutions and agencies at every level to develop programmes for the welfare of persons with physical or mental disabilities, especially learning and work programmes consistent with their capabilities and acceptable to them or their representatives. Government institutions and agencies are also mandated to consider the specific requirements of persons with all forms of disabilities as one of the priorities in developmental plans.

With regard to official languages, the Constitution advances disability rights by making sign language one of the official languages of Zimbabwe. In addition, the Constitution mandates the development of communication suitable for persons with physical or mental disabilities

5.2.2.5 Non-Formal Education Policy 2015

In 2015, Government directed primary and secondary schools to establish NFE curricula to absorb more than one million teenagers and young adults who were out of school for various reasons such as early pregnancies and child marriages as well as those children which have never been to school. This was intended to promote the provision of high quality, relevant and inclusive non-formal education, which seeks to increase access to education through the non-formal education route. The Zimbabwe Adult Basic Education Course (ZABEC) is a primary school programme for adults.

MoPSE has the mandate to lead the implementation of the NFE policy. Other players have come on board to support the implementation of NFE programmes. In principal, NFE includes instruction provided outside of the mainstream educational schools. It offers programmes like basic literacy, functional numeracy, Zimbabwe Adult Basic Education Courses, Part Time and Continuing Education (PTCE) and Open Distance Learning (ODL) programmes which can be accessed at any school in Zimbabwe. Non-formal education starts from infant school through to secondary school and goes up all the way to tertiary education.

5.2.2.6 Practical guide for inclusive education

UNESCO sees inclusive education as a process of addressing and responding to the diverse needs of learners through increasing participation in learning, cultures and communities, and reducing exclusion within and from education. This involves changes in education content, approaches, structures and strategies, with a common vision, which covers all children within an appropriate age-range. It embodies the conviction that it is the responsibility of the mainstream education system to educate all children regardless of their diverse learning needs. The goal therefore is that

> "… the whole education system will facilitate learning environments where teachers and learners embrace and welcome the challenge and benefits of diversity. Within an inclusive education approach, learning environments are fostered where individual needs are met, and every student has an opportunity to succeed"[104].

Furthermore, inclusive education seeks to address the learning needs of all children, young people and adults, with a specific focus on those who are vulnerable to marginalisation and exclusion. Thus, schools should accommodate all children, regardless of their physical, intellectual, social, emotional, linguistic or other impairments. They should provide for children with disabilities, different abilities including the gifted children, OVC (encompassing street and working children), children from remote or nomadic populations, children from linguistic, ethnic or cultural minorities and children from other marginalised areas or groups.

Inclusive education covers a broad area and includes systemic and institutional approaches to the teaching and learning of diverse learners. Inclusive education values diversity and the unique contributions each student brings to the classroom. In a truly inclusive setting, every child feels safe

[104] Interview with the UNESCO-IBE Director, Clementina Acedo. (2008). The 48th session of the International Conference on Education (ICE) was held at the International Conference Centre in Geneva from 25 to 28 November 2008 on the theme of "Inclusive Education: The Way of the Future"

and has a sense of belonging as is the central approach of Zimbabwe's national programme on CSTL. Learners and their parents participate in setting learning goals and take part in decisions that affect their children, and school staff have the training, support, flexibility, and resources to nurture, encourage, and respond to the needs of all learners.

SDG 4 states to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all". As already mentioned at the beginning of this chapter, the goal of inclusive education is to provide all students with the appropriate learning environment and opportunities to reach their full potential. Key factors to making inclusion a success include policy development and support, resources and facilities, specialised staff, teacher training, flexible curricula, and supportive leadership and cultural attitudes. For Zimbabwe it has been ascertained that the major causes of the challenges affecting inclusive education are the lack of political will, unclear policies and the lack of funding. It has therefore been recommended to raise awareness among education stakeholders, to ensure standardisation of teacher training on inclusive education, to engage in policy review, and to ensure improved funding and restructuring of the inclusive education implementation strategy[105].

According to the ESSP, MoPSE is committed to providing opportunities for all children to enter school, and for all those in school to be able to fully engage with the education processes. It is further assumed that this will be covered in detail in MoPSE's forthcoming Inclusive Education Policy, which is currently awaiting validation by stakeholders before it can be adopted and circulated.

Having included inclusivity among the principles guiding the Curriculum Framework for Primary and Secondary Education (2015-2022) and observed the gap between policy statements and actual practices in school, MoPSE embarked on the Model Inclusive Infant Education Facility initiative to mainstream the culture of inclusion from the very foundation of the education system through the full four-year Infant School Module for all four- and five-year olds, including those facing different barriers to learning.

Furthermore, MoPSE coordinated the development of a practical handbook on inclusive education[106] for all primary and secondary schools with guidelines and standards for optimal curriculum implementation. The handbook covers different dimensions of inclusive education and contains practical hints on what should be done at school level to make the mainstream classroom more inclusive in the areas of pedagogical approaches, curriculum adaptation, modifications to the school and classroom environment, school policies, and community involvement. The handbook also offers guidance what referral protocol to follow when additional support is required through the Learner Welfare Psychological Services and special needs education package of learner support services. All guidelines are aimed to help the mainstream teacher to implement inclusive education and increase the retention rate of all learners, including those with special educational needs.

These are two parts of a package of resources that have been built up over the years for use during professional development and capacity building of teachers in charge of mainstream classrooms, heads of schools and other stakeholders to increase the capacity for inclusive education practices.

[105]Sibanda, Patrick. (2018). A Review of the Implementation of Inclusive Education in Zimbabwe: Challenges and Opportunities. In: Scientific Journal of Pure and Applied Sciences

[106] Ministry of Primary and Secondary Education. (2019). Practical Inclusive Education Handbook for Primary and Secondary Schools

5.2.2.7 The comprehensive school health package framework for equity

UNICEF had developed a framework for learner-friendly educational systems and schools that are characterized as *inclusive, healthy and protective for all children, effective with children, and involved with families and communities*. Within this framework, the school becomes a significant personal and social environment in the lives of its learners. A learner-friendly school ensures every child an environment that is physically safe, emotionally secure and psychologically enabling. Teachers are the single most important factor in creating an effective and inclusive classroom.

MoPSE has a set of defined minimum functionality standards for all schools. In addition, the Ministry has developed the School Health Policy (SHP 2018), which proposes a comprehensive school health package based on the principle of education as a human right and a child-centred pedagogy that considers the best interest of the child as paramount at all times. The school health package consists of the following eight components:

- Competency-based health education
- Psychosocial support services
- Safe and sanitary school environment
- Disaster risk management
- School-based health and nutrition services
- School-family-community health linkage services
- Support facilities and services for learners with special needs
- Health promotion for school staff

Impacts of health indices on access and equity

The health of the learners between 2015 and 2019 has generally been exceptionally good. This is seen by the relatively low numbers of learners who were chronically ill. The following table shows the number of learners who were sick from chronic diseases such as cancer, diabetes, epilepsy and HIV & AIDS. For 2019, the total learners who were chronically ill for primary schools was 13,528 and the total for secondary schools was 5,079. In line with the SHP 2018, the government and its partners need to continue doing everything within their capacity to assist such learners so that they continue in school. Such support should include material as well as psycho-social support.

Table 5.1 Chronic diseases in learners in schools in Zimbabwe in 2019 (Source: EMIS,2019)

School level	Chronic diseases	Females	Males	Total
Primary	Cancer	145	171	316
	Diabetes	291	277	568
	Epilepsy	529	659	1,188
	HIV	4,727	4,652	9,379
	Other	1,045	1,032	2,077
Primary	**Total**	**6,737**	**6,791**	**13,528**
Secondary	Cancer	96	99	195
	Diabetes	189	135	324
	Epilepsy	244	215	459
	HIV	1,652	1,187	2,839
	Other	741	521	1,262
Secondary	**Total**	**2,922**	**2,157**	**5,079**
Total		**9,659**	**8,948**	**18,607**

While the table shows relatively low numbers of learners who were chronically ill, this information is basically from voluntary submissions, hence the data may be misleading. There is a likelihood of having more learners with such conditions who for one reason or another may not have disclosed them. It is therefore suggested that some kind of in-built health screening should be introduced at certain stages of the education cycles which would lead to early detection and unmasking of some of the cases, leading to immediate responses towards either treatment or other mitigatory measures. This is not a new practice but has been done at some point in the past. In addition, significant resources are required to fully operationalise the SHP 2018, starting with the development of a School Health Strategy and a costed five-year implementation plan to inform resource mobilisation.

5.3 Situational analysis of the education system in Zimbabwe regarding access, equity and quality of education

5.3.1 Quantitative data on internal efficiency and equity of the education system by education level and gender (ECD, Primary and Secondary Education)

Enrolment trends

The table and figure below show the enrolment trends in schools between 2015 and 2019. For all levels there has been a considerable increase in the numbers of learners. For ECD learners the gap in the numbers of learners between boys and girls has increased in favour of boys. For the primary learners, the gap between the number of boys and girls has reduced. For lower secondary, the gap between the numbers of boys and girls reduced and the number of girls in 2019 is now greater than the number of boys. For upper secondary the gap in the number of learners between boys and girls has reduced and the GPI for enrolment in upper secondary has improved steadily since 2015. The improved enrolment trends can partly be attributed to the positive effects of school improvement grants and the Basic

Education Assistance Module (BEAM) providing support for increased access to education for disadvantaged learners.

Table 5.2 Enrolment rates by level from 2015- 2019 (Source: EMIS, 2019)

Level	Sex	2015	2016	2017	2018	2019
ECD	Male	259,310	290,595	313,256	316,210	328,258
	Female	258,640	289,770	310,639	312,616	323,955
	GPI[a]	1	1	0.99	0.99	0.99
Primary	Male	1,344,626	1,344,538	1,346,591	1,369,142	1,399,845
	Female	1,313,789	1,317,472	1,329,894	1,356,828	1,389,847
	GPI[a]	0.98	0.98	0.99	0.99	0.99
Lower secondary	Male	475,902	491,843	491,488	499,730	508,893
	Female	472,646	485,860	489,900	497,060	515,531
	GPI[a]	0.99	0.99	1	0.99	1.01
Upper Secondary	Male	43,546	47,923	50,358	50,890	51,883
	Female	34,890	39,178	43,579	45,870	48,574
	GPI[a]	0.8	0.82	0.87	0.9	0.94
TOTAL		**4,203,349**	**4,307,179**	**4,375,705**	**4,448,346**	**4,566,786**

a. The GPI is the ratio of female to male values of a given indicator. A value equal to 1 indicates parity between males and females; a ratio over 1 indicates a disparity in favour of females and a ratio of less than one indicates a disparity in favour of boys.

Appendix 5.2 gives district level maps of the enrolment GPIs for all school levels. For ECD GPIs, enrolment was in favour of males in 22 districts (GPI ≤ 0.97) and in favour of females in two districts (GPI ≥ 1.03). For primary GPIs, enrolment was in favour of males in 16 districts and in favour of females in six districts. For lower secondary, GPIs for enrolment were in favour of females in 34 districts (mainly southern and north western districts, and Harare) and in favour of males in 31 districts in the northern and western parts of the country. For upper secondary, GPIs for enrolment were in favour of males in 20 districts (mainly southern and north western districts) and in favour of males in 44 districts in the northern and western districts.

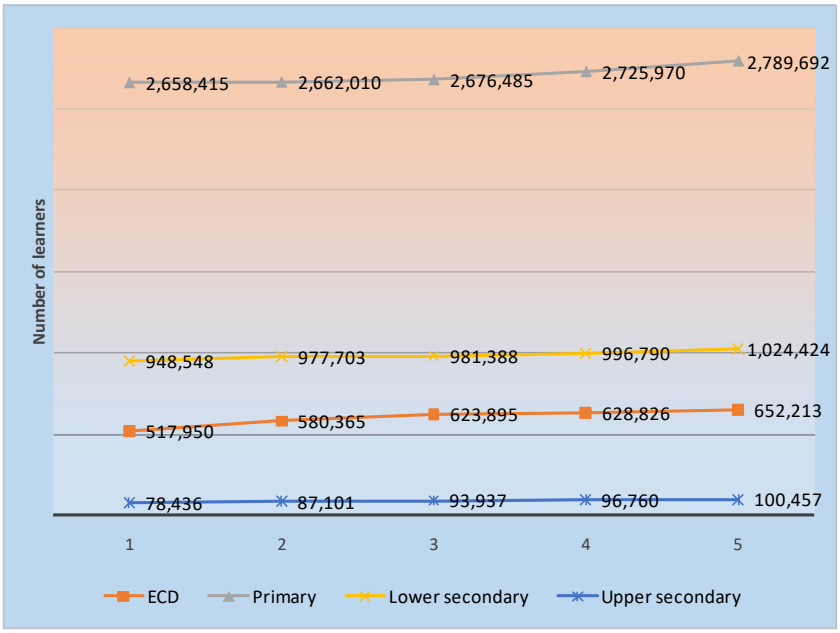

Figure 5.1 Numbers of learners by level of schooling (Source: EMIS, 2019)

Schools are categorised using a grant classification system. This is the system used to determine the per capita grant that a school receives from Government. The P1 (primary) and S1 (secondary) schools receive little or no per capita grants. They are in the low-density urban areas or they are elite boarding schools regardless of their location. The P2 and S2 schools are in high-density urban areas and some boarding schools belonging to churches in rural areas. The P3 and S3 are in rural areas and receive the highest per capitation learners' grants. The ratios of P1, P2, and P3 learners has remained fairly constant between 2015 and 2019. P3 schools enrol around 78 percent of the primary school learners. The ratio of S1, S2 and S3 learners has remained fairly constant and S3 schools enrol around 68 percent of the learners in secondary school.

Table 5.3 Enrolment by Grant classification, gender and time (Source: EMIS 2019)

Grant Class	2015	2016	2017	2018	2019
P1	152,522 (5%)	161,989 (5%)	155,288 (5%)	157,813 (5%)	164,900 (5%)
P2	531,962 (17%)	523,816 (16%)	526,395 (16%)	558,593 (17%)	581,378 (17%)
P3	2,491,881 (78%)	2,556,570 (79%)	2,618,830 (79%)	2,638,390 (79%)	2,695,627 (78%)
Primary total	3,176,365 (100%)	3,242,375 (100%)	3,300,513 (100%)	3,354,796 (100%)	3,441,905 (100%)
S1	96,155 (9%)	105,136 (10%)	101,662 (9%)	100,171 (9%)	102,672 (9%)
S2	224,831 (22%)	237,376 (22%)	237,274 (22%)	258,645 (24%)	256,077 (23%)
S3	705,758 (69%)	722,043 (68%)	736,105 (68%)	727,012 (67%)	766,132 (68%)
Secondary total	1,026,744 (100%)	1,064,555 (100%)	1,075,041 (100%)	1,085,828 (100%)	1,124,881 (100%)
Grand Total	**4,203,109**	**4,306,930**	**4,375,554**	**4,440,624**	**4,566,786**

The following table shows the enrolment of learners by registration status of their schools. The percentage of learners by registration status of their schools has remained fairly constant since 2015, with around 86 percent, 89 percent, 84 percent and 99 percent of learners in registered schools for ECD, primary, lower secondary and upper secondary levels respectively. There are only one percent of learners in satellite schools at upper secondary level, whereas this figure is 15 percent at lower secondary level. The number of learners in unregistered schools has been rising at all levels since 2018.

This is creating a problem for learners in schools which are not registered and consequently unmonitored and unregulated. This issue needs to be further addressed after some research into the reasons why more learners are enrolled in unregistered schools has been carried out.

Table 5.4 Enrolment by registration status of school and year (Source: EMIS, 2019)

Level	Registration	2015	2016	2017	2018	2019
ECD	Registered	460,033 (89%)	513,385 (88%)	551,656 (88%)	552,914 (88%)	562,663 (86%)
	Satellite	57,750 (11%)	66,791 (12%)	72,091 (12%)	72,221 (11%)	75,288 (12%)
	Unregistered	167 (0%)	189 (0%)	148 (0%)	3,691 (1%)	14,262 (2%)
	Total	517,950 (100%)	580,365 (100%)	623,895 (100%)	628,826 (100%)	652,213 (100%)
Primary	Registered	2,374,645 (90%)	2,377,592 (90%)	2,394,326 (90%)	2,434,423 (90%)	2,490,322 (89%)
	Satellite	259,083 (10%)	267,704 (10%)	272,053 (10%)	281,322 (10%)	289,864 (10%)
	Unregistered	775 (0%)	822 (0%)	843 (0%)	2,503 (0%)	9,506 (0%)
	Total	2,634,503 (100%)	2,646,118 (100%)	2,667,222 (100%)	2,718,248 (100%)	2,789,692 (100%)
Lower secondary	Registered	844,556 (87%)	829,663 (85%)	828,932 (85%)	832,195 (84%)	861,614 (84%)
	Satellite	127,664 (13%)	144,420 (15%)	151,493 (15%)	153,840 (16%)	156,904 (15%)
	Unregistered	0 (0%)	0 (0%)	0 (0%)	2,210 (0%)	5,016 (0%)
	Total	972,220 (100%)	974,083 (100%)	980,425 (100%)	988,245 (100%)	1,023,534 (100%)
Upper secondary	Registered	77,966 (99%)	86,659 (99%)	93,628 (100%)	96,270 (99%)	99,393 (99%)
	Satellite	470 (1%)	442 (1%)	309 (0%)	340 (0%)	412 (0%)
	Unregistered	0 (0%)	0 (0%)	0 (0%)	150 (0%)	652 (1%)
	Total	78,436 (100%)	87,101 (100%)	93,937 (100%)	96,760 (100%)	100,457 (100%)

Attendance patterns

A recent study on attendance patterns revealed that there was either constrained or total lack of funding of the ECD programme in rural schools in Zimbabwe, lack of government support and that the programme was not overly accessible to all children more so to those with disabilities. Meanwhile policy guidelines were either unavailable or not adhered to. The study then concluded that the ECD programme in rural primary schools in Zimbabwe was greatly compromised casting doubt on its quality and effectiveness. It was also concluded that the programme might have excluded many poor and disabled children in rural settings.[107]

[107]Sibanda, P. (2018). Situation analysis of early childhood development (ECD) programme in rural schools in Zimbabwe. In: Scientific Journal of Pure and Applied Sciences

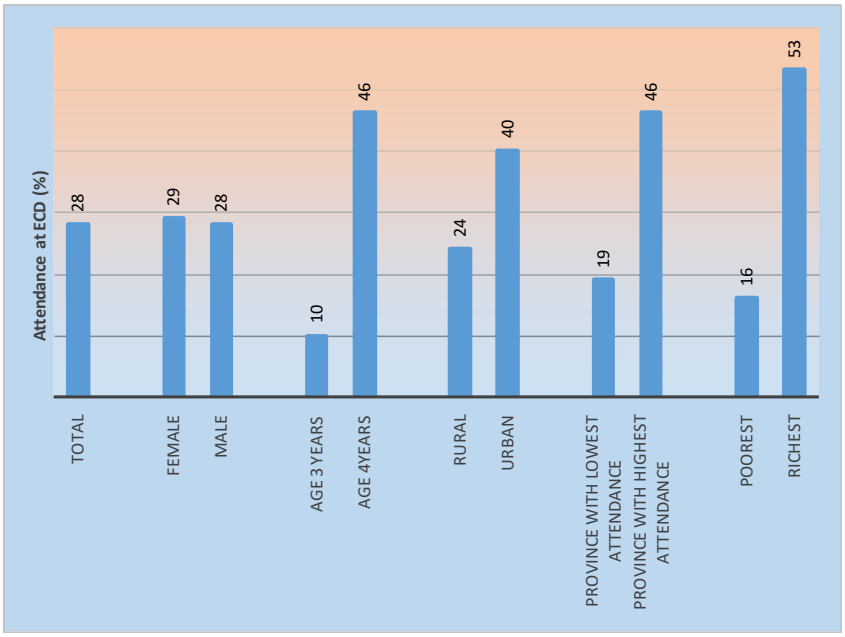

Figure 5.2 Attendance rate at ECD by classification category (Source: MICS, 2019)

The 2019 Zimbabwe Multi Indicator Cluster Survey (MICS) reports that there is near parity between male and female in net attendance and completion rates at early childhood, primary and upper secondary. There is a noticeable disparity between males and females in school attendance at lower secondary (55 percent for males and 65 percent for females) and children from richest households are four times more likely to attend lower secondary than those from the poorest households. In general, it has to be stated that attendance to ECD is very low (28 percent) nationally.[108]

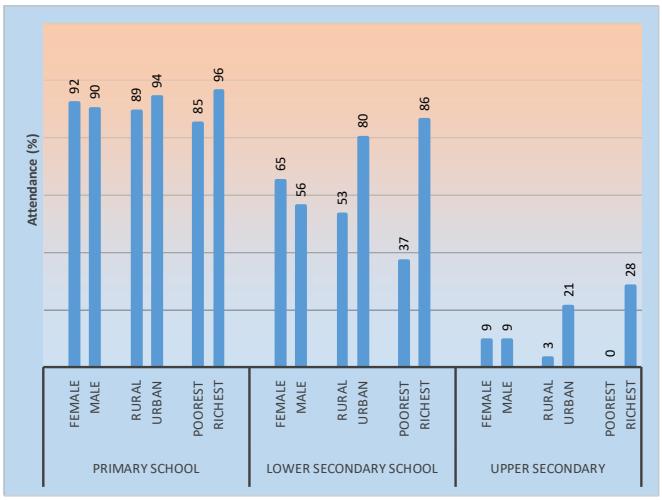

Figure 5.3 Attendance rates at school by classification category (Source: MICS, 2019)

Whereas the ESSP included a number of indicators on attendance rates of the poorest quintile based on the MICS, there were however no targets set for these indicators in the ESSP. For the new ESSP to

[108]Section 5.4.2 on the impacts of poverty indices on access, equity and quality below where education outcomes of children from the richest 20 percent of households surveyed are compared with those from the poorest 20 percent revealing considerable inequalities on school completion rates

be developed, it should be ensured that all indicators are given, and all baselines and targets are set. These indicators were as follows:

- Attendance rate of the poorest quintile in ECD A and ECD B: 16 percent (MICS, 2019) versus 16.5 percent (MICS, 2014);
- Attendance rate of the poorest quintile in primary: 85 percent (MICS, 2019) versus 90.4 percent (MICS, 2014);
- Attendance rate of the poorest quintile in forms 1 – 4: 37 percent (MICS, 2019) versus 35.3 percent (MICS, 2014).

The ESSP indicators included the above indicators broken down by male and female. The indicators highlighted that the attendance rate of the poorest quintile for ECD and primary education has gone down. Unfortunately, this information was not provided by gender in the 2019 MICS report.

Gross Enrolment Rates and Net Enrolment Rates

The Gross Enrolment Rate (GER) is used to show the participation of the population of learners at a given level of education. A high GER indicates a high participation in education, and a GER of over 100 percent indicates an enrolment of overage or underage learners at that level. Net Enrolment Rate (NER) is the enrolment rate of the school age group for a given level compared to the population of children of that age group.

Between 2015 and 2019, there has been an increase in GERs for all levels of education (see the table below). The GERs of over 100 percent for the primary level learners reflects the presence of a large number of overage learners. The GPIs for the GERs are around 1 for all levels except for upper secondary. The GPIs for upper secondary are in favour of boys, however parity levels for girls have been steadily improving since 2015, which might also be attributed to targeted girls' secondary education support programmes in the country.

Table 5.5 Gross Enrolment Rates (GER), Net Enrolment Rates (NER) and Gender Parity Index (GPI) by level, 2015 to 2019 (Source: EMIS, 2019)

Gross Enrolment Rates (GER)	2015	2016	2017	2018	2019
ECD (A and B)	**46.94**	**51.98**	**55.86**	**55.74**	**57.24**
Primary	106.21	105.09	105.59	106.48	107.55
Forms 1-4	75.13	76.63	73.39	76.70	78.59
Lower 6 and Upper 6	12.86	14.11	15.21	15.51	15.95
Gender Parity Index for GER	2015	2016	2017	2018	2019
ECD (A and B)	1.00	1.00	0.99	0.99	0.99
Primary	0.97	0.97	0.98	0.99	0.99
Forms 1-4	1.00	1.00	1.03	1.01	1.02
Lower 6 and Upper 6	0.79	0.80	0.85	0.88	0.92
Net Enrolment Rates (NER)	2015	2016	2017	2018	2019
ECD (A and B)	28.95	33.07	31.99	31.92	32.18
Primary	88.46	90.01	89.87	91.91	93.61
Forms 1-4	54.13	56.41	55.48	56.40	58.08
Lower 6 and Upper 6	8.01	9.20	9.73	10.28	10.50
Gender Parity Index for NER	2015	2016	2017	2018	2019
ECD (A and B)	1.03	1.02	1.02	1.01	1.01
Primary	1.01	1.00	1.01	1.01	1.02
Forms 1-4	1.00	1.00	1.03	1.01	1.02
Lower 6 and Upper 6	0.79	0.80	0.85	0.88	0.92

The distribution of GERs by province is shown in the graphs in Appendix 5.3. The GERs for ECD level by province are low for the two urban provinces (Harare and Bulawayo). There are a number of ECD centres which are private and not included in the EMIS database for these two provinces which could explain the low GERs for ECD. There is still a need to improve the data collection from the private education facilities. The Harare GERs for primary level are also lower than the other provinces. For lower secondary, the lowest GERs are for boys in Matabeleland North and Matabeleland South Provinces. Research is needed to find out why this is happening, and an intervention is needed to address this. GERs for higher secondary level are lowest for Matabeleland North, Mashonaland Central and Matabeleland South Provinces. The ESSP had indicator targets for GERs for lower secondary and secondary (Forms 1 to 6). The GERs were about 1 percent lower than the targets set for 2019.

The distribution of GERs and the GPIs of the GERs are shown in maps at district level for 2019 in Appendix 5.3. The GERs for ECD are variable with three districts having GERs of less than 36 percent (one of these is Harare) and 12 districts having GERs between 36 percent and 46 percent. There are five districts which have enrolments in favour of females and 14 districts that have enrolments in favour of males. The distribution of primary GERs at district level show that there are issues of low GERs that need to be addressed in Umguza District (GER = 65 percent), and also in Bulilima, Mangwe, Matobo, Harare, Sanyati, Centenary and Mbire. There were five districts which had GER GPIs for primary in favour of girls and nine districts which were in favour of boys. Lower secondary GERs show similar patterns to the primary level with the addition of the following districts with less than 65

percent GERs: Tsholotsho, Bubi, Beitbridge, Chiredzi, Mount Darwin, Harare, and Bindura. GPIs of the GERs at primary level are in favour of females in more than half the districts.

The ESSP is specifying indicators for GERs at lower secondary (Forms 1-4) and secondary (Forms 1-6). The following table gives the progress made on these indicators. The lower secondary GER targets for all districts are likely to be met; however, the number of districts to meet the 75 percent target of lower secondary GERs were not going to be met and the targets were adjusted downwards in 2018.

Table 5.6 ESSP Indicators on GERs (Source: ESPR, 2019)

Indicator	Source	2015	2016	2017	2018	2019	Target 2020
Lower Secondary gross enrolment (T)	EMIS	75.2	76.67	76.86	76.70	78.65	80
Lower Secondary gross enrolment (M)	EMIS	75.2	76.75	76.67	76.47	77.82	80
Lower Secondary gross enrolment (F)	EMIS	75.3	76.50	77.06	76.93	79.50	80
Districts (out of 63) with a lower secondary gross enrolment of at least 75percent (T)	EMIS	35	37	39	35	39	45 (37)
Districts (out of 63) with a lower secondary gross enrolment of at least 75percent (M)	EMIS	34	38	39	36	38	44 (38)
Districts (out of 63) with a lower secondary gross enrolment of at least 75percent (F)	EMIS	38	43	42	41	43	45 (43)
Gross enrolment secondary (Forms 1 – 6) (T)	EMIS	54.9	56.27	57.25	56.75	58.21	60
Gross enrolment secondary (Forms 1 – 6) (M)	EMIS	55.5	57.01	57.78	57.09	58.05	60
Gross enrolment secondary (Forms 1 – 6) (F)	EMIS	54.3	55.53	56.71	56.42	58.37	60

Note: The ESSP indicators for GERs were revised in 2018 - these revised values are shown in brackets.

Net Enrolment Rates (NERs) have been increasing since 2015. This may be because the ratio of underage to age-appropriate children has been changing in favour of age-appropriate children. When the NERs for ECD A and ECD B are considered separately, ECD A has only improved slightly from 2015, and the ECD B has even decreased slightly and that the ESSP targets have not been met despite a revised target for the ESSP that was adjusted in 2019. The ESSP targets for the NER for junior grades (Grades 3-7) were revised and lowered in 2018, but the NERs for both sexes are on track for the targets to be reached in 2020. GPIs for NERs are above 1 for all levels except for lower 6 and upper 6. The GPIs have improved for the sixth forms since 2015, although there is still a long way to go to meet gender parity.

Harare has the lowest NERs at ECD level and there are 15 districts where the NERs are between 22 percent and 29 percent. The lowest NERs are in Chitungwiza (15.76 percent) and Harare (17.81 percent). There are 22 districts where the NER GPIs are in favour of females and 10 districts where the GPIs are in favour of males. The NERs for primary show similar patterns as the GERs, with the addition of Mount Darwin and Gokwe South where enrolments need to be addressed. Twenty-five districts have enrolments in favour of girls and three have enrolments in favour of boys at primary level. The worst NERs for lower secondary (less than 46 percent) are for Beitbridge, Chiredzi, Gokwe South, Mbire, Centenary and Bindura. There are only six districts in Zimbabwe where the GPIs for NERs at lower secondary level are not in favour of girls. However, there is a big swing in favour of boys at upper secondary. There are 15 districts which have less than 8 percent GERs for upper secondary, 17 districts

which have GERs between 8-13 percent and 19 districts with GERs between 13-18 percent. The NERs for upper secondary show this situation to be even worse with 16 districts having NERs between 1.1 to 5.2 percent.

The table below gives the NERs which are ESSP indicators. There has been little progress made in the NERs at ECD level. There has been some progress in the NERs for junior education (Grades 3-7), however the original ESSP targets were not going to be met and these were revised downwards in 2018.

Table 5.7 ESSP Indicators on Net Enrolment Rates (Source: ESPR, 2019)

Indicator	Source	2015	2016	2017	2018	2019	Target 2020
Net enrolment rate ECD A (T)	EMIS	15.0	17.56	15.44	15.20	15.29	40 (17)
Net enrolment rate ECD A (M)	EMIS	14.7	17.28	15.09	15.07	15.20	40 (17)
Net enrolment rate ECD A (F)	EMIS	15.2	17.84	15.79	15.32	15.38	40 (17)
Net enrolment rate ECD B (T)	EMIS	33.2	37.17	31.73	31.29	30.69	55 (32)
Net enrolment rate ECD B (M)	EMIS	32.6	36.17	31.24	30.87	30.17	55 (32)
Net enrolment rate ECD B (F)	EMIS	33.8	37.63	32.21	31.72	31.20	55 (32)
Net enrolment rate Junior Education (G3-G7) (T)	EMIS	76.41	78.74	77.52	79.21	81.18	96 (83)
Net enrolment rate Junior Education (G3-G7) (M)	EMIS	74.56	77.65	76.03	77.74	79.41	96 (81)
Net enrolment rate Junior Education (G3-G7) (F)	EMIS	78.25	79.82	79.01	80.67	82.95	97 (84)

Note: The ESSP indicators for NERs were revised in 2018 - these revised values are shown in brackets.

The figures below show the distribution of learners by school year and whether they are age appropriate or not. The GERs of over 10 percent for primary school are explained by the large percentage of learners that are overage. There are issues with learners in ECD A and ECD B with respect to learners being underage (less than three years old - 1,534 learners in ECD A and 130 learners in ECD B), and overage (see Appendix 5.1). The oldest learners in ECD A and ECD B were over 12 years old.

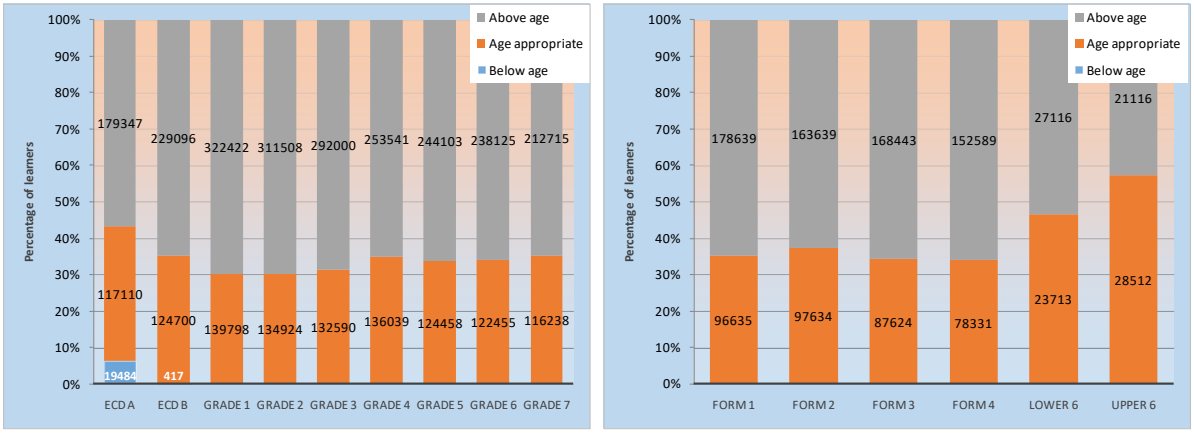

Figure 5.4 Distribution of learners by age and year of schooling (Source: EMIS, 2019)

Learner survival and dropout rates

Survival rates and dropout rates are measures of the education system's internal efficiency. The following figure gives the survival rates for 2019. The female survival rate in primary school is higher than the male survival rate (88.0 percent compared to 82.5 percent). The form 4 survival rate is higher for males (86.11 percent) than females (82.23 percent). For males this is above the ESSP target of 85 percent for 2019, but below the ESSP target for females of 91 percent.

Figure 5.5 Learner survival rates by school year in 2019 (Source: EMIS, 2019)

The survival rates in provinces are presented in Appendix 5.6 for 2019. The survival rates for the urban provinces are higher than the survival rates for the rural provinces for all grades and forms. The low survival rates to the sixth form are of concern as only approximately 20 percent of learners make it to lower six and upper six. The GPI is in favour of girls at primary school and in favour of male learners at secondary school after form 2.

The ESSP had a number of indicators for survival rates. The progress on these survival rates is presented gender disaggregated in the table below. These rates have been fluctuating since 2015 and it is unlikely that the ESSP targets will be met.

Table 5.8 ESSP indicators on gender disaggregated survival rates (Source: ESPR, 2019)

Indicator	Source	2015	2016	2017	2018	2019	Target 2020
Survival Rate Form 4 (T)	**EMIS**	**84.0**	**83.0**	**79.12**	**79.83**	**84.16**	**89**
Survival Rate Form 4 (M)	EMIS	88.8	86.3	77.38	82.60	86.11	91
Survival Rate Form 4 (F)	EMIS	79.3	78.8	80.88	77.11	82.23	87

The gender disaggregated dropout rates for 2015 to 2019 are presented in the table and figure below. The numbers of learners dropping out and the percentage of learners dropping out have been falling since 2017.

Table 5.9 Gender disaggregated dropout rates from 2015 to 2019 (Source: EMIS, 2019)

Level	**Sex**	**2015**	**2016**	**2017**	**2018**	**2019**
Primary	Male	16,905	15,588	14,941	11,070	10,058
	Female	14,882	13,715	12,708	9,330	8,401
	Total	31,787	29,303	27,649	20,400	18 459
Percent Dropouts Primary		1	0.9	0.84	0.61	0.54

Level	Sex	2015	2016	2017	2018	2019
Secondary	Male	19,534	18,174	19,687	16,423	15,630
	Female	23,810	21,468	23,272	20,658	19,178
	Total	43,344	39,642	42,959	37,081	34,808
Percent Dropouts Secondary		4.22	3.72	3.99	3.41	3.1
Overall Total		75,131	68,945	70,608	57,481	53,267

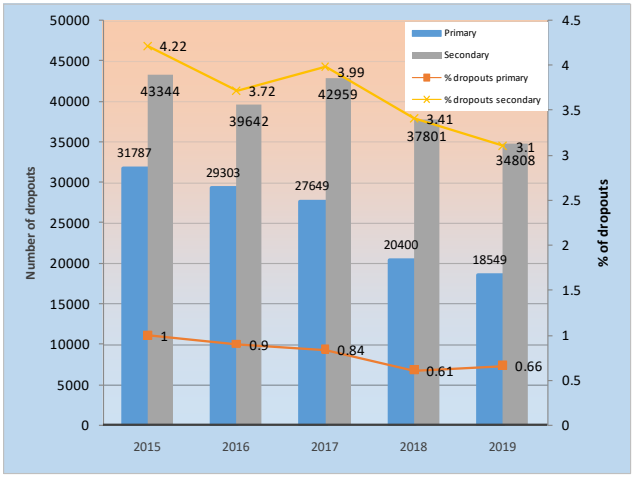

Figure 5.6 Numbers and percentages of dropouts in primary and secondary schools (Source: EMIS, 2019)

The school years with the greatest dropouts are form 1 and lower 6 (or form 5) as can be seen in the figure below. These are the two school years following grade 7 and form 4 examinations respectively, which mark the end of a cycle of education. Subsequently, the dropouts are occurring after these examinations.

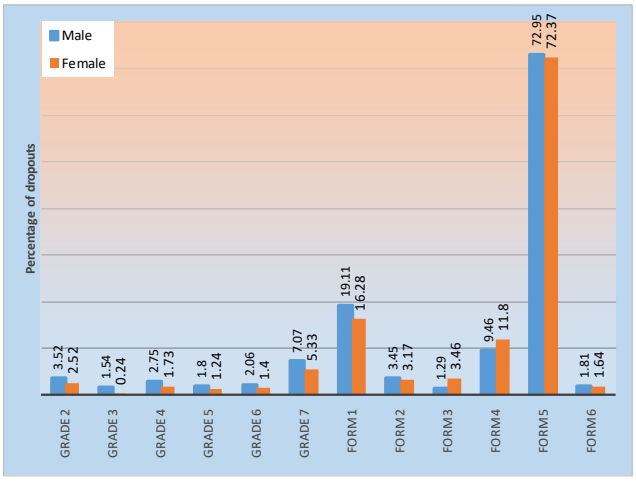

Figure 5.7 Dropouts by grade and gender in 2019 (Source: EMIS, 2019)

Learner retention in schools is an important objective that MoPSE seeks to achieve. The major reasons that have been identified for learners dropping out of school are financial, absconding, special needs and learning difficulties, illness and death (see the table below). In 2019, there were 10,058 boys and 8,401 girls dropping out of primary school, and 15,630 boys and 19,178 girls dropping out of secondary school in Zimbabwe. Reasons such as financial, child labour and difficulties faced by special needs learners have the potential to be controlled in order to minimise the level of school dropouts. The

districts with the highest dropouts are in the northern border and the south eastern border areas. These areas coincide with the hot, low lying areas, which are off the watershed, and they are remote and difficult to access.

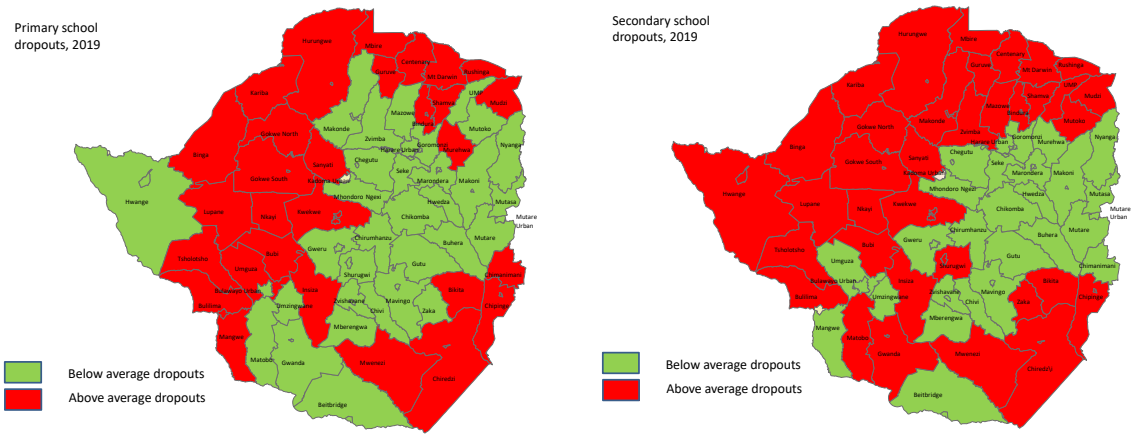

Figure 5.8 Percentage dropouts by district in 2019 (Source: EMIS, 2019)

Table 5.10 Number of learners dropping out of school by reason (Source: EMIS, 2019)

Drop out reason	Primary schools	Secondary Schools	Total
Absconded	7,773	9,151	16,924
Death	809	385	1,194
Expulsion	40	189	229
Illness	549	343	892
Marriage	201	3,928	4,129
Other	1,254	1266	2,520
Pregnancy	128	2,933	3,061
Financial	6,386	15,749	22,135
Learners with Special Needs	893	563	1,456
Child labour	426	301	727
Total	**18,459**	**34,808**	**53,267**

The following graphs show the reasons for learner attrition in primary and secondary schools for the period 2015 to 2019. The main reasons for attrition are the same for all years and for both primary and secondary schools: absconded, followed by financial, early marriage and pregnancy. More research is needed to find out why learners are dropping out and what other barriers to education are so that they can be addressed to keep the learners in school or bring them back to school. However, for secondary school level girls are still prone to drop out because of early marriage and pregnancy, which are caused by cultural practices and religious beliefs in particular with regard to Apostolic girls.

Children in families belonging to Apostolic church sects can be disadvantaged by early child marriage practices. The Apostolic Church may marry off girls as early as form 1 or 2[109]. Early, forced and

[109] Improving Gender Attitudes, Transition and Education Outcomes. (undated). Understanding Religion and Education in Zimbabwe

polygamous marriages militate against girls continuing their education, especially as younger girls are deemed to fetch a better bride-price. This includes pregnancy, when girls are not allowed to continue schooling.

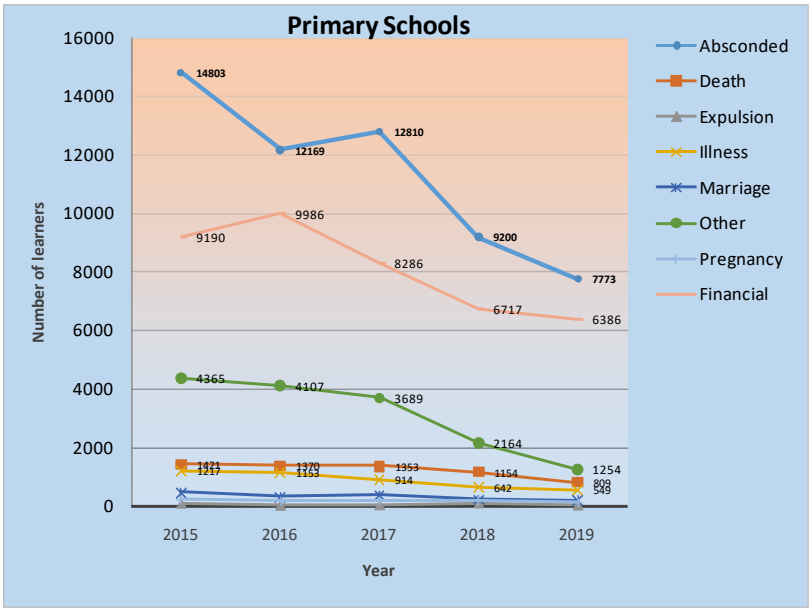

Figure 5.9 Reasons for learner attrition in primary schools from 2015-2019 (Source: EMIS 2019)

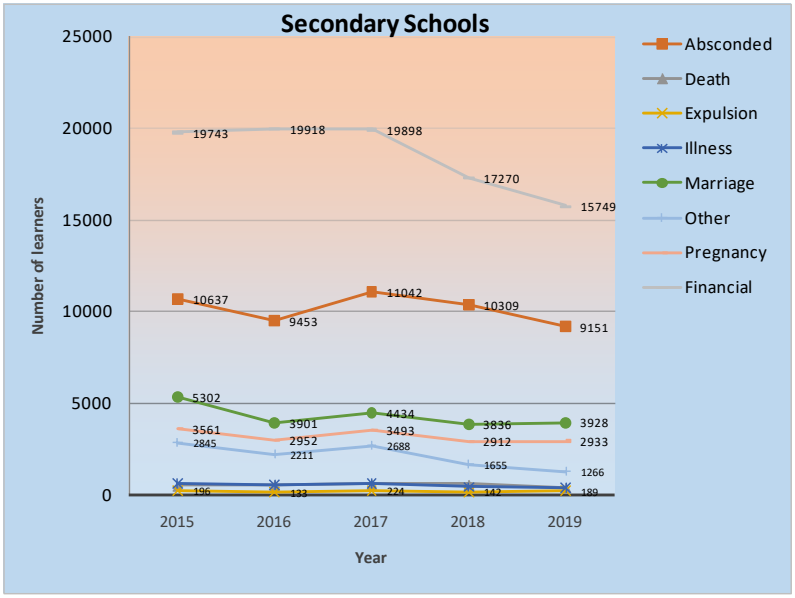

Figure 5.10 Reasons for learner attrition in secondary schools from 2015-2019 (Source: EMIS, 2019)

Learner promotion and repetition rates

In Zimbabwe, Government policy states that there is automatic promotion from ECD to Form 4[110]. Repeating is voluntary and is done at the request of the parents and the advice of MoPSE's Schools

[110] MoPSE (2020) 2019 Primary and Secondary Education Statistics Report

Psychological Services.[111] A high percentage of repeaters in an education system indicates a problem with the internal efficiency of the system, however the repetition rate in Zimbabwe is artificial due to the policy of automatic promotion. The lowest promotion rate is from form 4 to form 5 (lower 6). The next lowest promotion rate is from grade 7 to form 1. Both form 4 and grade 7 represent years when the learners do national examinations and reach the end of the respective education cycle.

Noting the challenges of automatic promotion, MoPSE introduced the Remedial Programme[112] in order to mainstream the provision of remedial tuition support for learners at the middle of primary school with the aim to reduce the number of non-readers and innumerate learners in higher grades, thus eliminating the main reason for learners seeking to repeat any grade. An additional measure is the current holiday remedial programme to support learners to catch up with learning gaps.

The introduction of two years of ECD for every learner prior to grade 2 means that the Remedial Programme needs to be strengthened with dedicated and qualified staff to support early identification of learning difficulties and intervention remedial support at the infant level, clinical remediation in junior grades and coping strategies for the struggling learner at secondary education level.

There are two measures calculated for the learners that repeat: percentage repeaters and repetition rate. The percentage of repeaters is the repeaters in a grade or form divided by the enrolment in that grade or form expressed as a percentage. The repetition rate is defined as the proportion of learners enrolled in a given grade in a given school year who study in the same grade the following school year.

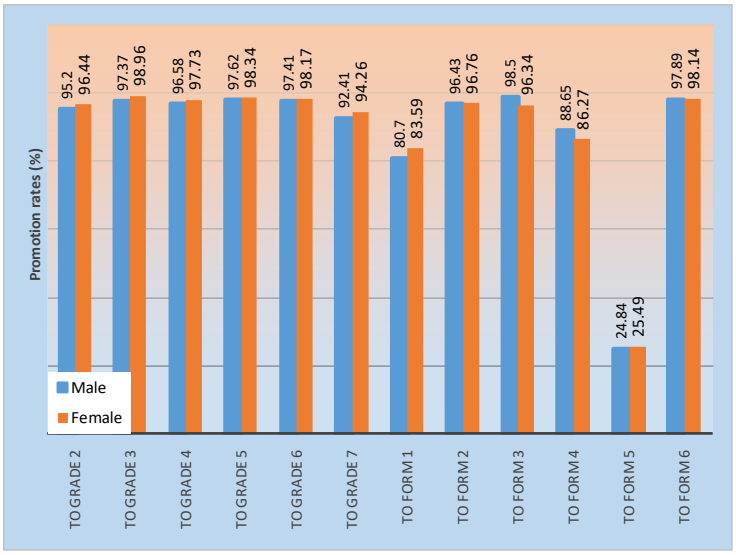

Figure 5.11 Promotion rates by grade and form in 2019 (Source: EMIS, 2019)

The number of repeaters and the percentage of repeaters has been coming down for both primary and secondary schools (see the table below). In 2019, the percentage of repeaters reduced from grade 2 to form 2. The highest percentage of repeaters is in lower 6 (form 5) followed by form 4 (the year that "O" Level examinations are taken). This indicates that the repeaters are those that failed their "O" Level examinations and then redid Form 4 so that they could retake their "O" Level examinations.

[111] There is also the Guidance and Counselling Life Skills Orientation Programme, which is a learner support service with focus on eliminating school drop-out and keeping learners in school until completion. See also below in chapter 8, section 8.3.3

[112] Chief Education Officer's Circular No. 12 of 1987 (MoPSE)

Table 5.11 Numbers of repeaters from 2015 to 2019 (Source: EMIS 2019)

Level	Sex	2015	2016	2017	2018	2019
Primary (including ECD)	Male	23,818	16,228	17,852	14,356	10,923
	Female	17,823	13,115	13,905	10,887	8,547
	Total	41,641	29,343	31,757	25,243	19,470
Percent Repeaters Primary		1.32	0.91	0.96	0.75	0.57
Secondary	Male	10,800	10,615	8,077	6,639	5,317
	Female	9,425	8,086	7,578	5,961	5,021
	Total	20,225	18,701	15,655	12,600	10,338
Percent Repeaters Secondary		1.97	1.76	1.46	1.16	0.92
Overall Total		61,866	48,044	47,412	37,843	29,808

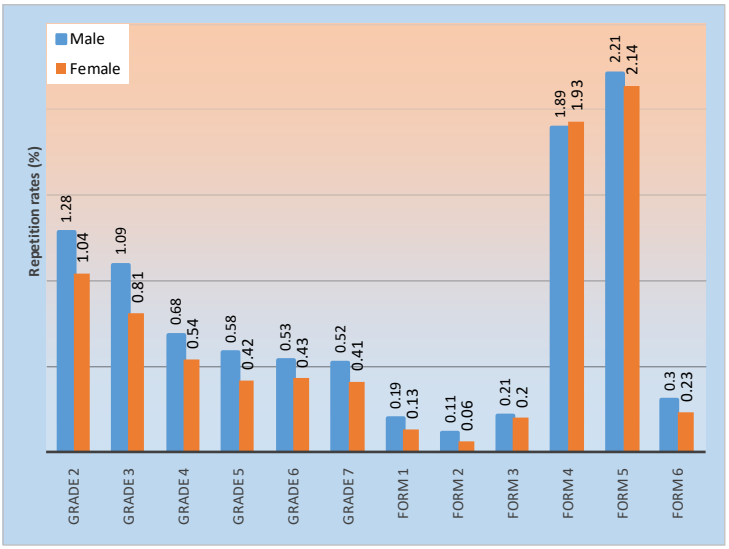

Figure 5.12 Repetition rates by grade in 2019 (Source: EMIS, 2019)

Learner completion rates

The learner completion rates for 2015 to 2019 are given in the table and figure below. Since 2015, ECD, lower secondary and upper secondary completion rates have gone up, however the primary completion rates have been going down.

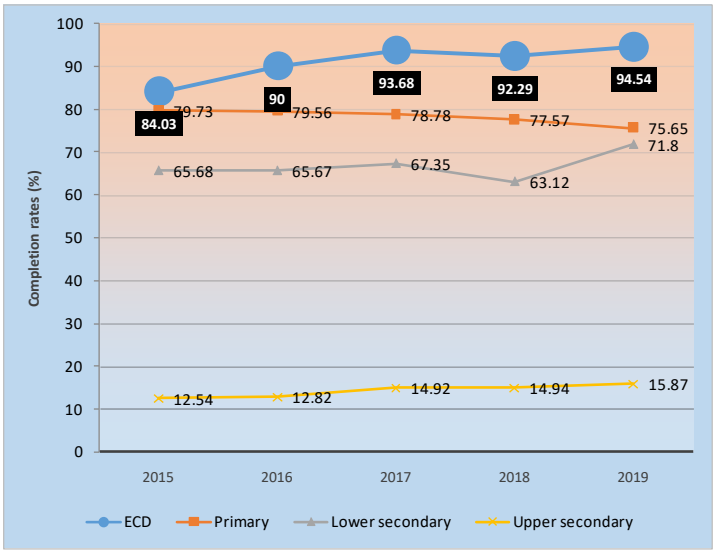

Figure 5.13 Completion rates for 2015-2019 (Source: EMIS, 2019)

Table 5.12 Completion rates over time by level and sex (Source: EMIS, 2019)

Level	Sex	2015	2016	2017	2018	2019
ECD	Male	84.45	90.17	94.12	92.68	95
	Female	83.61	89.82	93.25	91.91	93.96
	Total	84.03	90	93.68	92.29	94.54
	GPI	0.99	1	0.99	0.99	0.99
Primary	Male	78.71	78.88	77.74	76.2	74.5
	Female	80.78	80.24	79.83	78.96	76.75
	Total	79.73	79.56	78.78	77.57	75.65
	GPI	1.03	1.02	1.03	1.04	1.03
Lower secondary	Male	67.27	66.79	68.06	64.76	73.38
	Female	64.08	64.53	66.65	61.47	70.06
	Total	65.68	65.67	67.35	63.12	71.8
	GPI	0.95	0.97	0.98	0.95	0.95
Upper secondary	Male	14.33	14.53	16.61	16.04	16.98
	Female	10.83	11.18	13.29	13.88	14.81
	Total	12.54	12.82	14.92	14.94	15.87
	GPI	0.76	0.77	0.8	0.87	0.87

For 2015 to 2019, the GPIs are in favour of female completion at primary level. At lower secondary and higher secondary, the GPIs are in favour of male completion, although there has been some improvement in the GPIs at higher secondary education over the last years.

Provincial maps and data of completion rates in 2019 are given in Appendix 5.5. For ECD, the province with the worst completion rate is Harare Province. This may be reflective of private ECD facilities which do not complete the annual school census forms. At primary level, all provinces have less than 90 percent completion rates. Again, the province with the worst completion rate is Harare Province. The progress against the current ESSP indicators is given in the table below.

Table 5.13 ESSP Indicators on Completion Rates (Source: ESPR, 2019)

Indicator	Source	2015	2016	2017	2018	2019	Target 2020
Primary Completion Rate (T)	EMIS	79.73	79.56	78.78	77.57	75.62	84 (77)
Primary Completion Rate (M)	EMIS	78.71	78.88	77.74	76.20	74.50	84 (76)
Primary Completion Rate (F)	EMIS	80.78	80.24	79.83	78.96	76.75	84 (78)
Lower Secondary Completion Rate (T)	EMIS	65.68	65.67	67.35	63.12	71.73	68
Lower Secondary Completion Rate (M)	EMIS	67.27	66.79	68.06	64.76	73.38	68
Lower Secondary Completion Rate (F)	EMIS	64.08	64.53	66.65	61.47	70.06	68

Note: The ESSP indicators for primary completion rates were revised downwards in 2018 - these revised values are shown in brackets.

The completion rate shows how many learners have completed a level of school. It is usually calculated for primary, lower secondary and upper secondary. Survival rate is the number of learners who complete a year and move onto the next year. It is calculated for every year at school. There are disparities in completion rates at all levels for gender, rural/urban and poorest/richest quintiles (see the figure below), with completion rates in favour of urban learners and the richest quintile learners at all levels indicating socio-economic equity issues. Completion rates are in favour of females at primary and lower secondary, and in favour of males in upper secondary.

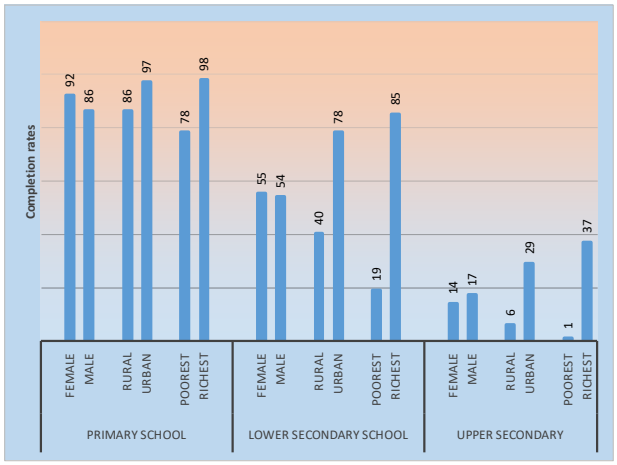

Figure 5.14 Completion rates at school by classification category (Source: MICS, 2019)

The following figure shows the learning environment at home (MICS, 2019). There are disparities in the percentages of children with three or more books at home and children who read books or are read to at home for rural/urban and poorest/richest quintiles. These two activities are related to the

education background of the caregivers of children and seems to have a significant influence on the successful completion at every education cycle, in particular at lower secondary and upper secondary.

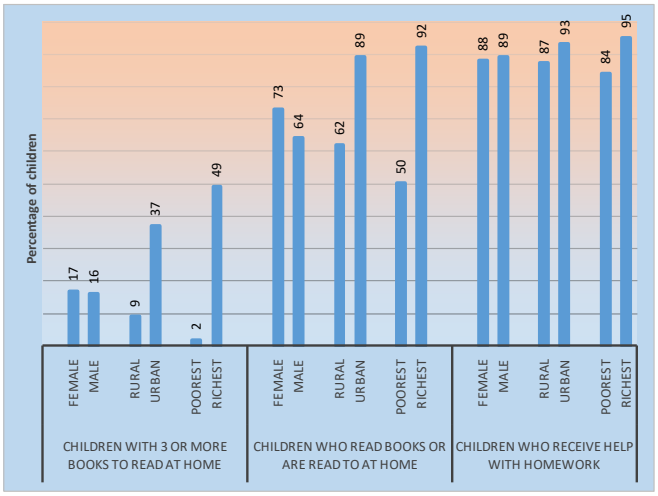

Figure 5.15 Learning environment at home by classification category (Source: MICS, 2019)

Transition rates

Transition rates convey information on the degree of access or transition from one cycle or level of education to a higher one. Viewed from the lower cycle or level of education, it is considered as an output indicator, viewed from the higher educational cycle or level, it constitutes an indicator of access. It can also help in assessing the relative selectivity of an education system, which can be due to pedagogical or financial requirements. Transition rates have been increasing since 2016 for both grade 7 to form 1 and from form 4 to lower 6 (see the table below).

Table 5.14 Transition rates by gender for 2015 to 2019 (Source: EMIS, 2019)

Years	Transition rates (percent) from Grade 7 to Form 1				Transition rates (percent) from Form 4 to Lower 6			
	M	F	T	GPI	M	F	T	GPI
2015 to 2016	80.27%	81.16%	80.72%	1.01	24.08%	21.30%	22.73%	0.88
2016 to 2017	77.88%	79.41%	78.65%	1.02	23.18%	21.41%	22.31%	0.92
2017 to 2018	78.87%	80.96%	79.92%	1.03	24.28%	22.58%	23.44%	0.93
2018 to 2019	80.70%	83.59%	82.16%	1.04	24.84%	25.49%	25.15%	1.03

Based on the table below it appears there are no distinct variations in transition rate from primary to secondary based on location (urban/rural). The transition rate for the Harare province has a lower average (75 percent) compared to some predominantly rural provinces like Manicaland (83 percent), Masvingo (85 percent) and Mashonaland Central (83 percent). This is primarily because when learners complete primary education, they seek boarding places other than where they did their primary education. Parents in Harare who are considered wealthier may afford to enrol their children to boarding schools in rural provinces outside the urban area.

However, when it comes to transition from lower to upper secondary the reverse is true. There are more schools which offer upper secondary education in urban areas compared to the rural areas.

Furthermore, compulsory basic education in Zimbabwe goes up to the fourth year of secondary education (form 4), thereafter learners can pursue different pathways. After completing the four years, learners can join the labour force, enrol for tertiary education or proceed with secondary education which lasts for another two years (upper secondary). This therefore partly explains why the transitions rates appear to be quite low from form 4 to lower 6. However, it has to be considered to provide more schools offering upper secondary education in rural areas to improve equitable access.

Table 5.15 Average transition rates for 2015 to 2019 by Province (Source: EMIS, 2019)

Province	Transition Rates Primary to Secondary	Transition Rates Lower Sec. to Upper Sec.
Bulawayo	87%	29%
Harare	75%	41%
Manicaland	83%	20%
Mashonaland East	74%	13%
Mashonaland Central	83%	15%
Mashonaland West	79%	15%
Masvingo	85%	20%
Matabeleland North	72%	11%
Matabeleland South	74%	18%
Midlands	79%	17%
National Average	79%	20%

Education pyramid

The education period for Zimbabwe for 2019 is presented below. This summarises all the information discussed above on enrolments, GERs and transition rate. GERs and enrolment are low for ECD. GERs increase in primary and reduce in lower secondary and upper secondary. The enrolments are in favour of females until form 4 and then in favour of boys in sixth form. There are a large number of overage children in the system, but only 25.15 percent of learners make it to sixth form.

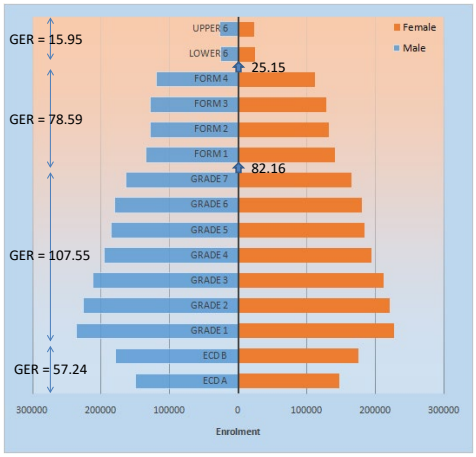

Figure 5.16 Education Pyramid for 2019 (Source: EMIS, 2019)

Learning outcomes

Learning outcomes are used as a proxy outcome for quality learning. Various targets were set in the ESSP which have been monitored since 2015 for the grade 7 and form 4 ("O" Level) examinations. These two sets of examinations are taken at the end of the learning cycles for primary school and lower secondary school. All learners in the system take these examinations which are administered by the Zimbabwe Schools Examination Council (ZIMSEC). ZIMSEC also manages and sets the Zimbabwe Early Learning Assessment (ZELA). The ZELA survey assesses the achievement levels of the grade 2 syllabus on a sample of learners.

Grade 7 examinations

The grade 7 examination is taken in the last year of primary school. The total number of candidates who registered for grade 7 examinations over the years has fluctuated between 2015 and 2019, although the numbers of candidates in 2019 is nearly 2,000 more than that in 2015. Pass rates in grade 7, which had been increasing since 2015, dropped in 2019, with a value below the ESSP target of 52 percent for 2019 (females – 53 percent : males – 50 percent). The grade 7 pass rates show gender parity in favour of females.

Table 5.16 Grade 7 candidates and pass rates from 2015-2019 (Source: ESPR, 2019)

Indicator	2015	2016	2017	2018	2019	ESSP target 2020
Total candidates	307,965	329,549	326,109	319,395	320,818	-
Male candidates	153,368	167,333	160,054	155,210	157,257	-
Female candidates	154,597	162,183	166,043	164,177	163,560	-
Grade 7 Pass Rate (T)	41.87%	42.90%	44.73%	52.87%	46.9%	54 (55)
Grade 7 Pass Rate (M)	38.88%	40.43%	42.59%	49.79%	43.6%	53 (52)
Grade 7 Pass Rate (F)	44.20%	45.29%	46.78%	55.78%	50.0%	55 (58)

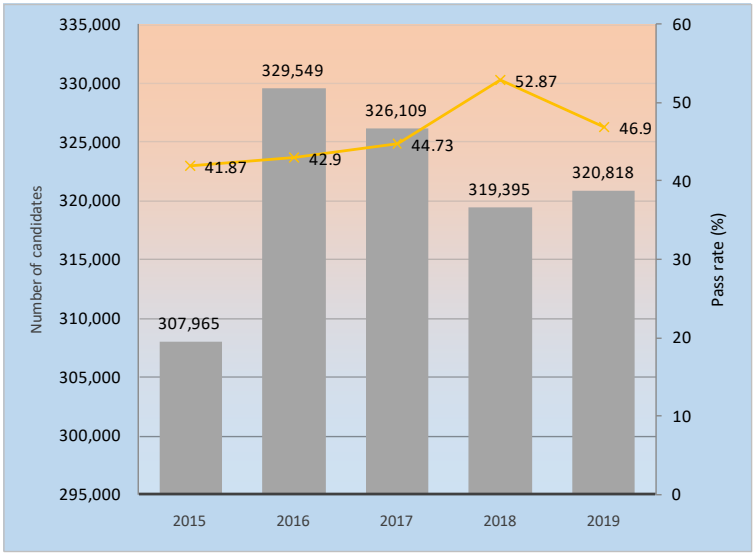

Figure 5.17 Grade 7 pass rates overall (Source: ESPR, 2019)

There are 15 ESSP indicators concerning Grade 7 pass rates (see Appendix 5.7 for further details on examination pass rates per district for 2019). The only 2019 ESSP targets which were achieved for pass

rates were for the Mathematics and General Papers. The targets for the numbers of districts which achieved a pass rate of 50 percent or more were met for the General Paper but not for the Mathematics Paper.

Ordinary Level examinations

The results and number of candidates for "O" Level examinations are presented in the table and figure below. "O" Level examinations are sat at the end of form 4 in lower secondary school. There has been increase in candidates between 2015 and 2019 and an improvement in the pass rates between 2015 and 2019. The ESSP targets for 2019 for "O" Level pass rates were met.

Table 5.17 Lower secondary candidates and pass rates for Ordinary Level ("O" Levels), 2015-2019 (Source: ESPR, 2019)

Indicator	2015	2016	2017	2018	2019	ESSP target 2020
Total candidates	154,440	152,458	160,610	148,012	175,503	-
Male candidates	76,669	74,848	78,451	73,012	87,208	-
Female candidates	77,771	77,610	82,154	75,020	88,295	-
"O" Level Pass Rate (T)	27.86%	29.98%	28.71%	32.80%	33.9%	33 (35)
"O" Level Pass Rate (M)	30.48%	32.22%	30.66%	33.79%	34.7%	33 (35)
"O" Level Pass Rate (F)	25.32%	27.63%	26.85%	31.88%	33.0%	33 (35)

Note: The ESSP indicators for "O" Level pass rates were revised in 2018 - these revised values are shown in brackets.

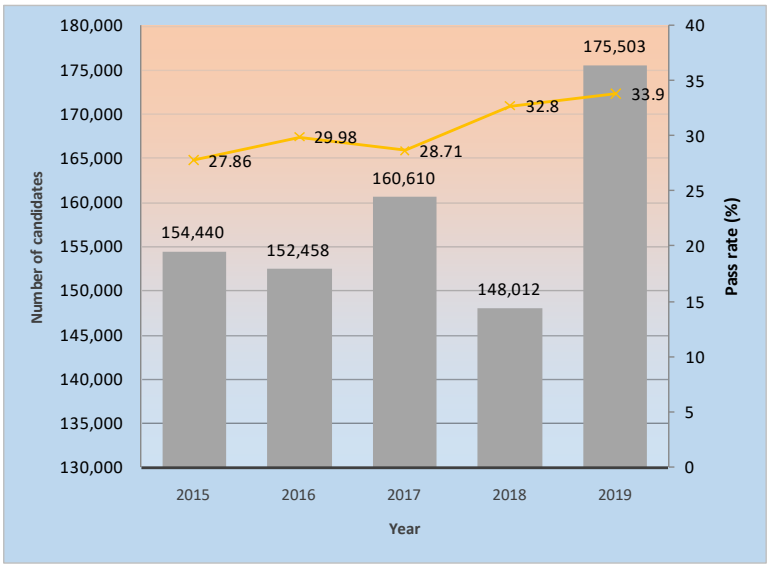

Figure 5.18 Lower secondary candidates and pass rates for "O" Levels for 2015-2019 (Source: ESPR, 2019)

Upper Secondary candidates

At the end of upper secondary school, learners sit the Advanced ("A") Level examinations. The table and diagram below show the candidates and pass rates for "A" Level examinations from 2015 to 2019. The number of candidates taking "A" Level examinations increased from 2015 to 2019 and the pass rates increased from 2017 to 2019 after the introduction of the new curriculum.

Table 5.18 Upper secondary candidates and pass rates ("A" Level examinations) for 2015-2019 (Source: ESPR, 2019)

Indicator	2015	2016	2017	2018	2019
Total candidates	31,946	32,143	46,749	39,811	41,810
Male candidates	18,082	18,100	25,704	21,186	22,248
Female candidates	13,864	14,043	21,043	18,624	19,562
"A" Level Pass Rate (T)	87.59%	84.56%	82.48%	84.7%	86.8%
"A" Level Pass Rate (M)	85.35%	82.28%	80.03%	82.2%	84.7%
"A" Level Pass Rate (F)	90.53%	87.49%	85.48%	87.4%	89.1%

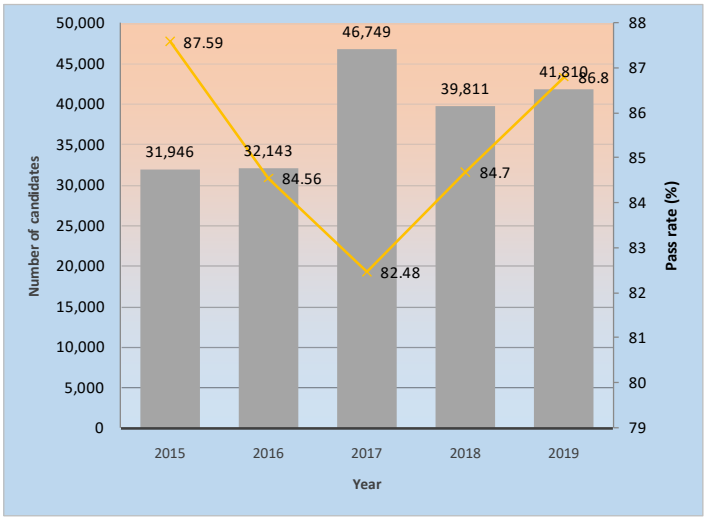

Figure 5.19 Upper secondary candidates and pass rates ("A" Level examinations) for 2015-2019 (Source: ESPR, 2019)

Zimbabwe Early Learning Assessment (ZELA)

The Zimbabwe Early Learning Assessment (ZELA) is carried out annually by MoPSE with technical assistance from ZIMSEC. The ZELA survey assesses the achievement levels of the grade 2 syllabus. Previously it was administered to grade 3 learners in the first term of grade 3. In 2019, this was changed as it was felt that it was being administered too late to assess the grade 2 material. In November 2019, ZELA was carried out using the 2019 grade 2 cohort. This means that the 2018 grade 2 cohort will not be tested using ZELA questionnaires. The figures in the table below are the summary of the indicators from ZELA for 2015 to 2019. There was a large drop in the ZELA indicators in 2019. This may be due to a number of factors, including the fact that the learners were tested at the end of grade 2 instead of the beginning of grade 3, and the introduction of the new curriculum.

Table 5.19 ZELA indicators 2016-2018 (Source: ZELA reports 2015-2019)

Indicator	2015	2016	2017	2018	2019	2020 Target
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - Maths (T)	66%	65.4%	55.5%	72.2%	60.0%	70%
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - Maths (M)		63.1%	51.6%	69.4%	56.9%	
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - Maths (F)		67.6%	59.4%	74.4%	63.1%	
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - English (T)	53%	71.4%	68.4%	76.4%	61.1%	60%
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - English (M)		68.3%	63.9%	73.9%	55.7%	
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - English (F)		74.6%	72.7%	78.4%	66.1%	

Literacy rates

The MICS (2019) presented the literacy rates of men and women by area (urban/rural), province, age (up to 49), functional difficulties, religion and wealth index. There are differences (although the statistical significance is not given) between all the subgroups of these types. Urban literacy rate is higher than rural, and those with functional difficulties are lower than those without, the religion with the lowest literacy is traditional followed by other, no religion and Apostolic Sect for females. Literacy increased from the poorest wealth quintile (78.6 per cent for females and 75.1 per cent for males) to the richest quintile (99.2 percent for females and 99.7 per cent for males). Parental education affects the early childhood development in terms of the support for learning that children receive. The more educated the mother, the more likely a child is to receive four or more learning activities from the parents, three or more children's books, two or more types of playthings, and attending pre-school. Early child development scores are higher for children with more educated mothers. The education status of the mothers appears to influence the age of entering grade 1 and attending school in general.

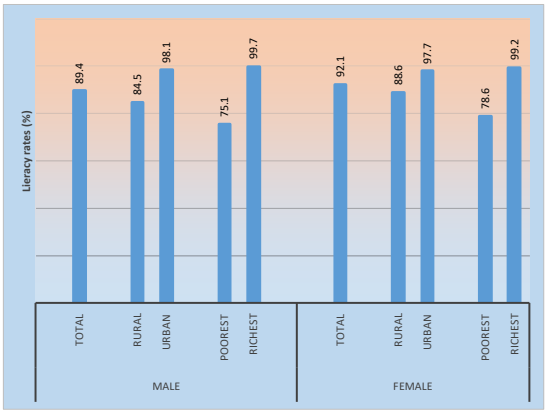

Figure 5.20 Literacy rates in males and females aged 15-49 years (Source: MICS, 2019)

The NGOs that have been implementing the Girls Education Challenge administered Secondary Grade Mathematics Assessments (SeGMA) and Secondary Grade Reading Assessments (SeGRA) in their baselines in their implementation districts[113]. World Vision found that the results for form 2 for girls were 45.8 per cent, 12.8 per cent and 3.2 percent on the three SeGMA subtasks and 47.5%, 16.5% and 10.5% for the three SeGRA subtasks. CAMFED found that the SeGMA results for form 2 in their districts were 16.4 per cent and 23.1 per cent for marginalised and less marginalised girls respectively and 15.7 per cent and 21.6 per cent for marginalised and less marginalised boys respectively. It was felt that the lack of proficiency on some or all of the topics that were tested (numeracy and literacy) may also discourage continuity in school after school is no longer compulsory. The CAMFED and IGATE-T studies were both studies that focussed on girls with boys being less than 10 percent of the sample and focussed on 19 rural districts from six of the ten provinces.

Support to learners with disabilities

There are currently 32 special needs schools in Zimbabwe. Policy stipulates that number is to be maintained only for the benefit of learners with severe to profound disabilities, who need sheltered schooling while de-institutionalisation is actively supported for inclusivity. That is why, for the period 2015 to 2019, the annual school census reports have shown an increase in the numbers of children with disabilities that are accessing mainstream education from 40,226 in 2015 to 83,275 in 2019 (see the figure below). This is a huge increase and it surpassed the goals set in the ESSP for 2016-2020.

Nevertheless, there is still a need to adopt the Washington Group of Questions in order to accurately account for all learners with disabilities, particularly the less visible disabilities that the current EMIS data collection does not cover. Fortunately, the 2019 MICS incorporated the Washington Group of Questions and MoPSE could adopt the same. This intervention would result in an increase in these numbers considering Zimbabwe's disability prevalence of nine percent according to Integrated Child Development Services (ICDS) in 2017. The projected population for learners between the ages of 3 and 19 (ZIMSTAT) is 5,657,412 for 2019 and 7,260,398 for 2020. This would give an estimated 509,167 and 653,435 disabled children respectively. At primary and secondary school levels there are 85,560 learners with impairments, of whom 7,395 (8.64 percent) are enrolled in ECD A and B; 62,659 (73.23 percent) are at primary school level and 15,506 (18.12 percent) at secondary school level. Below is a

[113] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). *CAMFED GEC-T Baseline Report*

Limestone Analytics. (2018). *GEC-T Zimbabwe. IGATE-T Baseline Report*. Prepared for World Vision UK

table giving the actual number of learners with disabilities enrolled in mainstream primary and secondary schools:

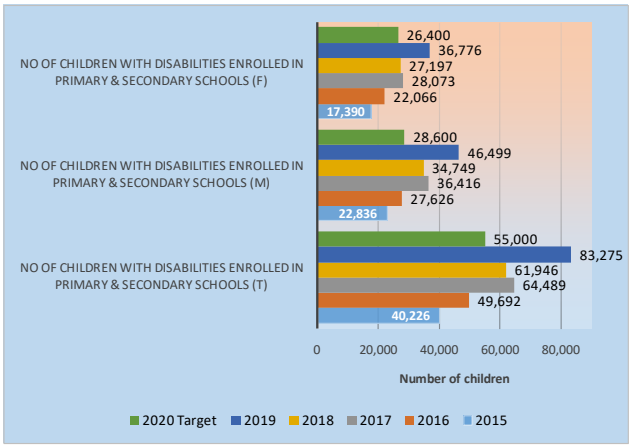

Figure 5.21 Number of learners with disabilities enrolled in primary and secondary education, excluding special schools (Source: ESPR, 2019)

Although some schools have trained special needs teachers, many others have none. However, there is evidence that quite a number of teachers hold special education diplomas and degrees but are not appropriately deployed to serve learners with disabilities, while MoPSE continues to ask for more to be trained. There is also the need to review the training content of special education teachers aligned to the competence-based curriculum as well as their deployment.

Some schools have specific or multiple-disability resource units for learners with differing special needs covering mental, physical, visual and hearing impairment. Mainstream schools may have resources for special needs, but these are inadequate to cater for all learners that require them, particularly at secondary school level. A large number of schools also have no ramps to accommodate wheelchair users. Primary schools are reporting facilities for special needs education, but these data fluctuate, and the reliability of the data is questionable due to the fluctuations seen (see the table below). Furthermore, such facilities are often woefully inadequate. There were no rooms for special needs reported in the EMIS database for secondary schools. It is therefore strongly recommended to conduct a disability audit of all school infrastructure at primary and secondary schools as a strategic ESSP funding priority in order to get a full inventory of what is there and what are the real needs to make schools more inclusive.

Table 5.20 Numbers of primary schools with facilities for special needs, excluding special schools (Source: EMIS, 2019)

Type of room	2015	2016	2017	2018	2019
Audiological room	37	35	29	23	23
Braille laboratory	16	26	11	17	19
Guidance and counselling					352
Sick bay	259	375	444	493	622
Therapy room	46	54	46	48	56

Learners with impairments

The School Census Forms (ED46s) have been further developed to capture information concerning learners with special needs. This currently includes the numbers of children with disabilities and the numbers with disabilities which are accessing resource unit support and authorized special classes. There is still a need to develop this data collection to include learners that are gifted although this is not a disability. EMIS data notes six categories of learners with special needs i.e.

- Visual impairment
- Albinism
- Physical impairment
- Intellectual challenges
- Communication and speech
- Learning disabilities (such as dyslexia)

Visual impairment is sub-categorised into low vision or blind, and physical impairment between gross motor and fine motor. Intellectual challenges, communication and speech, and learning disabilities are sub-categorised into mild to moderate and severe to profound.

According to EMIS 2019, the most common type of impairment is intellectual challenges and the lowest is albinism (see the table and figure below). The proportions of learners with intellectual impairments for primary and secondary levels of education are 42.14 percent and 33.62 percent respectively. The proportions of learners with albinism for primary and secondary levels of education are 0.91 percent and 1.70 percent respectively. Visual impairment is the second most common impairment at secondary school level at 18.99 percent, which is higher than that at primary school level (10.03 percent). The hearing impairment is common at both levels of schooling, with almost equal proportions of about 12 percent. There is a higher proportion of learners have learning disability at primary level (19 percent) than at secondary school level (9.2 percent) due to lower transition rates from primary to secondary schooling for learners with impairments. Both physical impairment and communication and speech impairments have higher proportions at the primary level of education than the secondary one.

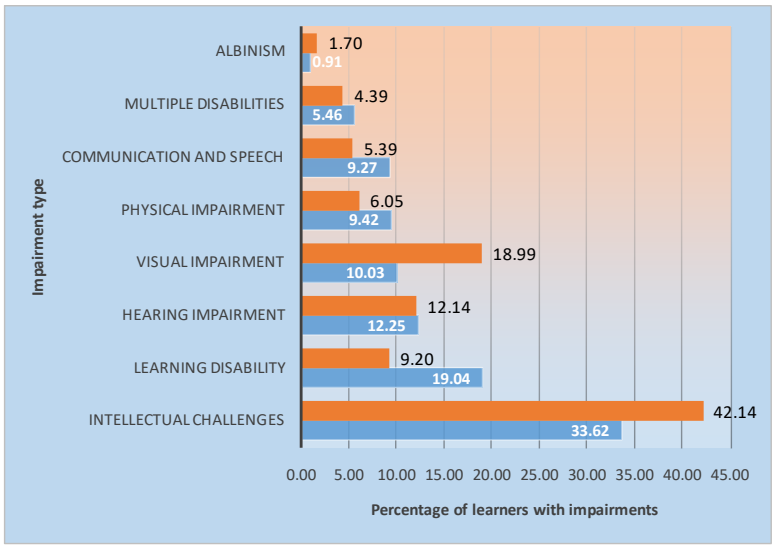

Figure 5.22 Percentage of types of impairments for primary and secondary learners (Source: EMIS, 2019)

Table 5.21 Number of primary and secondary school learners with each type of impairment (Source: EMIS, 2019)

Disability type		Primary			Secondary			Total
		M	F	T	M	F	T	
Visual impairment	Low vision	3,754	3,022	6,776	1,255	1,573	2,828	9,604
	Blind	130	117	247	66	51	117	364
Physical Impairment	Gross motor	1,659	1,286	2,945	262	225	487	3,432
	Fine motor	2,524	1,131	3,655	264	187	451	4,106
Hearing impairment	Mild to moderate	3,299	2,936	6,235	621	656	1,277	7,512
	Severe to profound	1,298	1,052	2,350	306	299	605	2,955
Intellectual challenges	Mild to moderate	11,005	8,635	19,640	2,780	2,457	5,237	24,877
	Severe to profound	2,272	1,641	3,913	729	568	1,297	5,210
Communication and speech	Mild to moderate	2,880	1,697	4,577	399	301	700	5,277
	Severe to profound	1,094	820	1,914	74	62	136	2,050
Learning Disability	Dyslexia	7,344	5,995	13,339	808	619	1,427	14,766
Albinism		292	343	635	131	133	264	899
Multiple Disabilities		2,170	1,658	3,828	410	270	680	4,508
Grand Total		39,721	30,333	70,054	8,105	7,401	15,506	85,560

Furthermore, in order to capture and monitor the information of children with impairments and special educational needs, MoPSE has been developing screening and assessment tools and an e-case/information management system. During the third and fourth quarters of 2018, the screening tools to assess learner's visual/mobility, hearing and speech, learning difficulties and psycho-social wellbeing were pilot tested in all 10 provinces and 35,200 children were screened.

Number of Out of School Children

Research to estimate the number of out-of-school children and the causes and solutions for this are lacking. The capacity to record, analyse and/or act on data is limited, particularly at the sub-national and local levels. With incomplete birth registration and school records, monitoring education indicators and progress for educational planning remains a challenge.

According to the latest Zimbabwe Vulnerability Assessment Committee Report there is a worrying number of children not going to school due to financial constraints and different illnesses. Forty-two percent of children in rural areas are not in school due to long distances and other hardships they face. Furthermore, the proportion of children not attending school due to illness and malnutrition causes serious concerns. It has therefore been recommended to prioritise resource allocation towards the

strengthening of the School Feeding and School Health Programmes offered by MoPSE and MoHCC. At the same time there is a significant number of vulnerable children of school going age who were not in school due to financial constraints. There is need for the Government to increase the allocation to Basic Education Assistance Module (BEAM) funds so that vulnerable children can be supported. [114]

The following figure gives the estimated percentage of children by district not going to school. These estimates are based on the population projections provided by ZIMSTAT (2019) and EMIS (2019) data on learners in school. There are four districts where it is estimated between 22 percent and 43 percent of children are out of school.

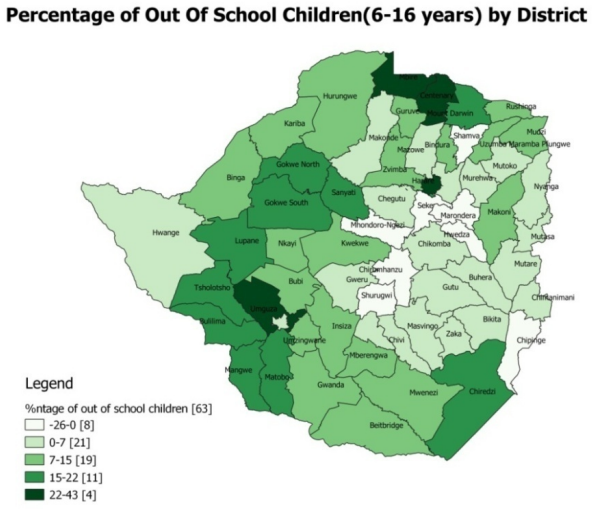

Figure 5.23 Estimate of the percentage of out of school children of 6-16 years (Source: EMIS, 2019 and ZIMSTAT projections, 2019)

Based on EMIS 2019 the projected number of the school age populations (3-18 years old) stood at 5,657,412 while the number enrolled in school (ECD to upper secondary) was 4,566,786. The difference between the school age population and those enrolled in school leads to the proxy indicator for out of school children to be 1,090,626, representing 19.28 percent of the school age population. However, this being a proxy indicator, the recommendation is that a study has to be commissioned to determine the exact figures.

5.3.2 Qualitative data on external impacts on the performance and efficiency of the education system

Equity in the distribution of public resources and impacts on learning outcomes and quality of education

Education can help to reduce socioeconomic inequalities. Educational achievement, i.e. completion of various schooling stages or gaining certificates and qualifications, can improve life outcomes. Thus, one of the aims of education should be to offer all children similar chances of success based on merit rather than on personal characteristics such as gender or location. This has been encapsulated in

[114] The recommendations to support vulnerable children with regard to school feeding and the increase in BEAM funds are derived from: Zimbabwe Vulnerability Assessment Committee (ZimVAC). (2019). Rural Livelihoods Report. Section on education and recommendations, pp 22-28 & p 172

MoPSE's mission statement: *To provide equitable, quality, inclusive, relevant and competence driven primary, secondary and non-formal education.*

Equity is not simply individual in its aim. Education, viewed as human capital, is key to improving social and economic development. Education is a key to reducing maternal, infant and child mortality, and it is a path to national development if all citizens are enabled to reach their full potential of learning regardless of their socioeconomic origin.

Structural distribution of public resources in education

Achieving equity in education should be a key priority of any government. However, Zimbabwe's budgeting system is centralized, making it difficult to view the budget by province or individual districts. It would thus be important for MoPSE to have its budget allocations disaggregated at district level. This would help facilitate equity analysis at district level against other education indicators such as out-of-school, completion rates, school readiness, pass rates, repetition and dropout rates, which are disaggregated at district level.

The pattern of enrolment by grade and age (access rate) is unusual in that in Zimbabwe enrolments in the early grades are well above the projected population; for example, the projected population of 7-year-olds (Grade 2) in 2019 according to the EMIS figures was 368,483, but the actual enrolment in this grade was 446,432, and of these only 126,166 were seven years old at the time of the educational census. Nonetheless it seems clear that there are disparities in the distribution of educational resources (see Table 5.21), as the 19 percent of learners who do not proceed past junior school have consumed only 14.3 percent of the resources while the 16 percent in upper secondary have consumed 19.9 percent of the resources. This is reinforced when the last two columns of Table 5.21 are graphed as a Lorenz curve (see Figure 5.24 below):

Table 5.22 Structural distribution of public education resources 2019

Educational cycle	Grade	Unit cost	Cohort		Cumulative public resources				
			Acess Rate	Terminal Rate	By learner by terminal grade	By group by terminal grade	By group by terminal grade	Cumulated learners by terminal grade	Cumulated resources by terminal grade
				24.4				24.4	0.0
Infant	EC A	200	75.6	-19.0	200	-3,808	-1.2	5.3	-1.2
	EC B	200	94.7	-34.1	400	-13,648	-4.2	-28.8	-5.4
	G1	200	128.8	8.9	600	5,322	1.6	-19.9	-3.8
	G2	200	119.9	2.4	800	1,900	0.6	-17.5	-3.2
Junior	G3	225	117.5	10.9	1,025	11,122	3.4	-6.7	0.3
	G4	225	106.7	3.5	1,250	4,383	1.4	-3.2	1.6
	G5	225	103.2	1.3	1,475	1,920	0.6	-1.9	2.2
	G6	225	101.9	7.1	1,700	11,992	3.7	5.2	5.9
	G7	225	94.8	14.0	1,925	27,009	8.4	19.2	14.3
Lower secondary	F1	353	80.8	2.8	2,278	6,371	2.0	22.0	16.3
	F2	353	78.0	-2.3	2,631	-6,052	-1.9	19.7	14.4
	F3	353	80.3	8.6	2,984	25,605	7.9	28.3	22.3
	F4	353	71.7	55.8	3,337	186,164	57.7	84.1	80.0
Upper secondary	L6	353	15.9	0.1	3,690	244	0.1	84.1	80.1
	U6	353	15.9	15.9	4,043	64,173	19.9	100.0	100.0

This shows that the distribution of education resources to Zimbabwe learners is not equitable as the actual line of distribution is relatively far from the parity line which indicates full equitable distribution. Furthermore, as shown in Table 5.21, it is more inequitable for those in infant and junior grades than for those in higher forms. This is shown by the greater distance of the actual distribution line at the grade 7 point than the upper secondary point. From the Lorenz curve one can calculate the Gini coefficient for the distribution of public education resources as 0.60 where a coefficient of 0 indicates perfect equity and a coefficient of 1.0 means complete inequity. It appears that there is more than a moderate amount of inequity in the way resources are distributed among learners as they progress through the school system in Zimbabwe.

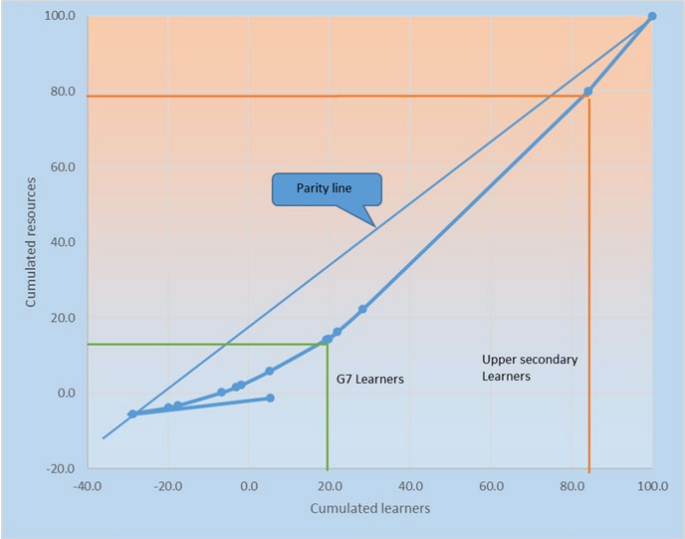

Figure 5.24 Lorenz curve of public education resources 2019

Social differences in allocating education resources

It is possible that there are differences in the allocation of education resources across the population. This is not to say that these are deliberate as they may result from social influences outside the control of the government or MoPSE. If they can be identified, then it becomes possible to consider remedial action to reduce the differences and provide a more equitable basis for the delivery of education. Three possible differences have been considered that may influence the distribution of public educational resources – gender, location and poverty. Then the proportions of each of these at various stages in schooling were compared with the overall proportions in the population. This is termed the Relative Representativity Coefficient (RRC)[115].

One difficulty that arose with this was the pattern of enrolments, particularly in the infant and junior levels, but which also influenced the secondary level as well. Children are intended to initially enrol in ECD A at age four, then to complete infant level at age seven, form four at age 16 and upper sixth at age 18. However, two things are evident when the statistics are examined – enrolment at the correct age is often a minority position, and total enrolment in a particular grade in infant and junior school may be much greater than the total projected population at the recommended age. For example, at age seven there are an estimated 368,483 persons in the population[116]; there are just 126,166 persons of this age in grade 2, but there is an enrolment of 446,432 in grade 2. So, the right age enrolment is

[115] UNESCO-IIEP; UNICEF; the World Bank; the Global Partnership for Education. (2014). Education Sector Analysis Methodological Guidelines. Volumes I and II

[116] All of these figures come from the EMIS data set for 2019

just a third at 34 percent of the projected population, but the total enrolment is 20 percent more than the population of seven-year-olds. Examination of the enrolment for all grades showed that this pattern was common and in nearly every case there were more overage learners than correct age learners. Thus, in looking at the RRCs both sets of data were used – the proportion of correct age learners at each point and the proportion who were actually enrolled.

Table 5.23 Social distribution of learners by education level 2019

Percentage		Infant	Junior	Form 4	Upper secondary	All
Gender						
Correct Age	Boys	47.3	45.1	44.2	48.8	49.9
	Girls	52.7	54.9	55.8	51.2	50.1
In grade	Boys	50.4	49.7	51.4	52.5	49.9
	Girls	49.6	50.3	48.6	47.5	50.1
Location						
Correct Age	Rural	63.4	62.8	62.8	47.8	70.8
	Urban	36.6	37.2	37.2	52.2	29.2
In grade	Rural	75.0	75.0	68.9	50.2	70.8
	Urban	25.0	25.0	31.1	49.8	29.2
Household wealth						
	Richest		98.2	85.1	37.3	20.0
	Poorest		77.9	18.6	0.7	20.0
Relative Representativity Cofficients						
Correct age Boys/Girls		0.90	0.82	0.80	0.96	1.00
In grade Boys/Girls		1.02	0.99	1.06	1.11	1.00
Correct age Rural/Urban		0.71	0.70	0.70	0.38	1.00
In Grade Rural/Urban		1.24	1.24	0.92	0.42	1.00
Richer/poorer			1.26	4.58	53.29	1.00

At the end of the infant level, the proportion of boys aged seven was 47.3 percent (see Table 5.22 above) while the proportion of boys in the school age population was 49.9 percent, thus boys were under-represented at grade 2, and their RRC was 0.90. Their RRC continued to fall through schooling until the end of upper sixth when it rose to its highest level of 0.96. Thus, boys of the correct age for their grade have lower equity in the distribution of public education resources. If we look at all of the learners in grade 2, the opposite is the case; the RRC for this category of learners rises from 1.02 at the end of infant school to 1.11 at the end of upper sixth (see Table 5.22 above). Girl learners are disadvantaged if one looks at all the learners at each level. It can therefore be concluded that boy learners are likely to be older on average than girl learners at each level in Zimbabwean schools.

Different patterns occur also if we consider the rural/urban enrolments. Students of the correct age are 63.4 percent of the correct age enrolments at the end of infants level, but make up 70.8 percent of all school age children in rural locations (see Table 5.22 above), thus they are under-represented in schools; on the other hand if all children in grade 2 are considered there is a higher proportion of rural learners than there are in the school age population, thus they are receiving more resources than expected. For rural learners of the correct age the disadvantage is severe but stable at around 0.70 until the last level where it falls even further to 0.38. Urban learners make up 29.2 percent of the school population but 52.2 percent of the correct age learners at upper sixth, hence the very low RRC. If all the learners in the grade are included in the calculation the RRC is very positive for rural learners

at 1.24 for infants and junior levels. However, it then falls sharply to 0.42 for the upper sixth. In schools, half (49.8 percent) of the learners are urban in upper sixth although less than a third (29.2 percent) of all school age children are urban (see Figure 5.25 above).

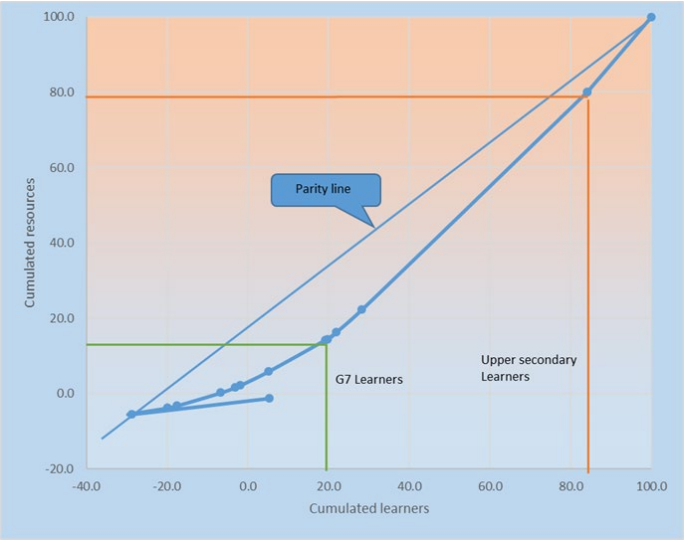

Figure 5.25 RRCs by gender and location across school levels 2019

Impacts of poverty indices on access, equity and school completion

Finally, the influence of poverty on the distribution of public education funds was considered, using data from the 2019 MICS. The education outcomes were compared at the three highest levels of schooling[117] of children from the richest 20 percent of households surveyed with those from the poorest 20 percent. The results show the huge influence of poverty and wealth on school completion (see above in Table 5.22). Because most children attend infant and junior levels the comparative advantage of learners from rich households is similar to that of urban households with an RRC of 1.24. However, by the time upper sixth has been completed the differences are stark; 37.3 percent of children from the richest households complete upper sixth compared with less than one per cent (0.7 percent) of children from the poorest 20 percent of Zimbabwean households, with an RRC of 53.29. Thus, the richest households gain a very disproportionate amount of public education expenditure at the highest level of schooling, and the preparation for higher education.

In this context it has been pointed out that

> "…education spending should also benefit from improved targeting of children who are not able to access education because of poverty. Poor children in both rural and urban areas were less likely to attend school and more likely to drop out than were other children. These patterns were particularly pronounced for secondary education where payoffs to education were higher."[118]

This is further aggravated that economic returns to education are generally lower in rural areas than they are in urban areas. The poorest households are aware of this and invest less in the education of their children. Government may address this through an increase in its allocation of education funding

[117] The MICS 2019 did not have figures on infant level

[118] Zimbabwe National Statistics Agency. (2019). Zimbabwe Poverty Report 2017

in rural areas through BEAM and other instruments in order to increase the participation by the rural poor in secondary education and to increase completion rates.

Recent research on survival and drop out of learners in the Zimbabwean education system[119] has indicated that the belief by parents and learners in being successful without a solid education was associated with a higher risk of dropping out of school. Learners who were not happy with school results were 1.75 times more likely to have a high risk of dropping out of school than learners who were happy with their results. Furthermore, learners with friends who are out of school were 2.55 times more likely to have a high risk of dropping out of school than learners who had no friends that were out of school.[120]

Infrastructure and WASH - impacts on access, equity and quality

The quality of school infrastructure is critically important in the drive for quality education in Zimbabwe. Standard educational facilities provide teachers and learners with the facilities to enhance teaching and learning engagements in schools. Therefore, successful teaching and learning depends to a large extent on the availability of appropriate infrastructure. The Zimbabwe Vision 2030 agenda notes that whilst the nation prides itself with a literacy rate of 93 percent, there is a need to ensure that adequate schools are built and equipped particularly in settlements established after the 2000 land reform. The current ESSP underlines school infrastructure as one of its key pillars in realizing education objectives by 2030 through a harmonious approach to the development of infrastructure in schools.

School Minimum Functionality Standards (2013)

Each school must have staff establishment as laid down by the Ministry regulations as follows:

ECD	1:20
Primary	1:40
Junior secondary	1:33
Ordinary level	1:30
Advanced level	1:20

In addition, staff establishment will apply to special schools as follows:

Special class	1:19
Deaf and hearing impaired	1:7
Severely mentally handicapped	1:7
Physically handicapped	1:10
Blind and visually handicapped	1:10

Infrastructure standards in the education system are guided by the following legal instruments:

- Building Bylaws
- Statutory Instrument No. 24 of 1980
- Policy Circular No. 73 of 1991
- Statutory Instrument No. 106 of 2005
- Standards Association of Zimbabwe for materials
- School Functionality Standards (2013)

The School Functionality Standards were developed in 2013 and are a set of minimum standards that a school must meet to be registered. The School Functionality Standards were used to develop the tools for the tablets which DSIs use for school inspections. The following minimum functionality standards for school infrastructure have been defined for all school

[119] UNICEF; Ministry of Primary and Secondary Education. (2018). National Longitudinal Study on the Pathway of a Cohort of Primary and Secondary Students to Gain Deeper Understanding of the Process of Survival in the Zimbabwean Education System and Experiences of those who Drop Out - Baseline Report

[120] UNICEF; Ministry of Primary and Secondary Education. (2018). National Longitudinal Study on the Pathway of a Cohort of Primary and Secondary Students to Gain Deeper Understanding of the Process of Survival in the Zimbabwean Education System and Experiences of those who Drop Out - Baseline Report

levels (ECD, primary and secondary schools) in order to put in place basic requirements for a school to function and be equipped with adequate resources. This should ensure appropriate conditions for learning so that children enrolled in school find an environment to continue and complete the full cycle of basic education and advance to tertiary education.

Basic Services

- A school should have adequate ablution facilities. If it is a rural setup, Blair toilets are provided at a ratio of 1:20 for both boys and girls. In an urban setup a ratio of 1:20 for girls and 1:25 for boys should be provided. Urban setups use water borne facilities. Both urban and rural toilets should have hand washing facilities.
- Every school should have adequate potable water. In rural areas the recommended distance of borehole from the school should not be more than 500 metres. Although the ideal situation is that the borehole should be within the school. The borehole should be 30 metres away from any refuse disposal system.
- All schools should be provided with staff accommodation and some form of power/electricity that complies with the relevant laws.
- All schools should be provided with some communication facilities such as Internet and telephone service.
- All schools should have safe access roads.

School Safety and Security

- Every school site should be demarcated and fenced as per Ministry of Local Government & Public Works standards. The minimum height should be at least 1.8 metres.
- Every school should have an arrangement pertaining to a security guard.
- Alarm systems and exit points should be included in a school setup.
- School facilities should conform to all laws relating to fire prevention.
- Laboratories and specialist rooms should have fire extinguishers.
- The maintenance and replacement of fire extinguishers must conform to the national guidelines.
- Materials that are used for school construction must not be harmful to users. Pole and dagga structures are not recommended.
- Head and caretaker accommodation should be provided.
- Ramps should be provided for inclusivity purposes.
- There should be land for an agriculture and production unit.

Average Space per Learner

The average space in a school allocated for each learner should as follows:

- Infant indoor space 2.25 sq. metres
- Infant outdoor playing space 5.5 sq. metres
- Ordinary junior primary & secondary learner 1.5 sq. metres per learner
- In laboratories & specialist rooms is 1.5 sq. metres per learner
- For learners with disabilities the recommended space is 2.5 sq. metres per learner.
- Space for boarders in hostels is 3.75 sq. metres per learner
- Dining hall spacing is 1.5 sq. metres per learner

- Bunkbeds are not recommended for health reasons.

It is widely recognised that a safe and conducive school learning environment is a key determinant of meaningful learning. This embraces adequate infrastructure and facilities, security and protection as well as health and sanitation perspectives. However, schools are often wanting in one or more of these aspects, a reality that is found common across the SADC region where access to safe drinking water and adequate sanitation facilities are uneven. These issues were further highlighted during the national consultations on the draft School Finance Policy (2019-2030)[121]:

> "Respondents from all areas of the country described rundown and inadequate school infrastructure negatively affecting teaching and learning with an increasing number of children dropping out of school due to financial constraints. For those who are in school, it is evident that underfunding is increasingly affecting learning outcomes for children in disadvantaged areas. In terms of infrastructure deficits, schools report that children are unable to learn well in over-crowded and inadequately furnish classrooms, with some having to study outside in harsh weather conditions or arriving tired after a long walk to school."

Field visits by the TAT in February 2020 with MoPSE and UNICEF staff, albeit to a small number of schools that were not necessarily representative, also indicated that infrastructure including classrooms, toilets and any recreational facilities were often in poor state of repair. Access facilities for wheelchair users were often non-existent. Apart from the special school visited, facilities for special needs learners appeared to be absent.

The 2018 School Health Policy (SHP)[122] also addresses issues of disability friendly school infrastructure and requirements for the physical environment of schools and classrooms as follows:

- All schools shall uphold the principles of disability friendliness as well as gender equity and ensure the availability of safe water and age-specific appropriate and adequate sanitation amenities (toilet, hand washing facilities, facilities for ensuring menstrual hygiene); and
- As part of the physical environment of the school, disability friendly structure, classroom lighting and ventilation, sanitation, temperature and humidity shall be properly maintained and monitored in order to support learning.

Education infrastructure analysis: supply and demand

This following section presents a detailed analysis of education infrastructure supply and demand in Zimbabwe.

Schools

The number of schools at all levels in Zimbabwe has been increasing since 2015 (see table below). Almost all primary schools now have ECD classes, as required by the Early Childhood Development Policy (Secretary's Circular No. 14 of 2004), which directed that all primary schools from 2005 will

[121] Ministry of Primary and Secondary Education. (2018). Draft School Financing Policy

[122] Ministry of Primary and Secondary Education in collaboration with MoHCC. (2018). Zimbabwe School Health Policy

attach at least one ECD class of 4- to 5-year olds. There are only 22 primary schools which do not have ECD classes and 541 schools which are ECD only.

Table 5.24 Number of Schools by level of education and year for 2015-2019 (Source: EMIS, 2019)

Year	ECD	Primary	Secondary
2015	5,889	5,933	2,718
2016	5,981	6,045	2,775
2017	6,071	6,123	2,830
2018	6,242	6,288	2,871
2019	6,647	6,671	2,954

Manicaland Province has the highest number of primary and secondary schools followed by Masvingo Province. The province with the least number of schools is Bulawayo (see Table 5.24 below). Satellite schools make up 16 percent of the primary schools and 29 percent of the secondary schools. Mashonaland West Province has the highest number and percentage of primary and secondary satellite schools (30.59 percent and 46.91 percent respectively) - see the map below. According to the ICDS (2017), 68 percent of Zimbabwe's population lives in the rural areas. In 2019, 80.95 percent of all primary schools and 77.93 percent of all secondary schools were in rural areas.

Table 5.25 Number of schools by level, registration status and province (Source: EMIS, 2019)

Province	Primary				Secondary				Total
	Registered	Satellite	Unregistered	Total	Registered	Satellite	Unregistered	Total	
Bulawayo	**198**	**8**	**87**	**293**	**78**	**3**	**15**	**96**	**389**
Harare	279	5	37	321	255	6	17	278	599
Manicaland	837	85	150	1,072	302	135	6	443	1,515
Mashonaland Central	408	111	48	567	155	94	10	259	826
Mashonaland East	662	95	7	764	270	112	2	384	1,148
Mashonaland West	520	234	11	765	203	182	3	388	1,153
Masvingo	698	174	3	875	261	95	5	361	1,236
Matabeleland North	480	138	10	628	122	83	0	205	833
Matabeleland South	456	67	9	532	128	41	1	170	702
Midlands	708	134	12	854	267	102	1	370	1,224
Grand Total	5,246 (79%)	1,051 (16%)	374 (5%)	6,671 (100%)	2,041 (69%)	853 (29%)	60 (2%)	2,954 (100%)	9,625

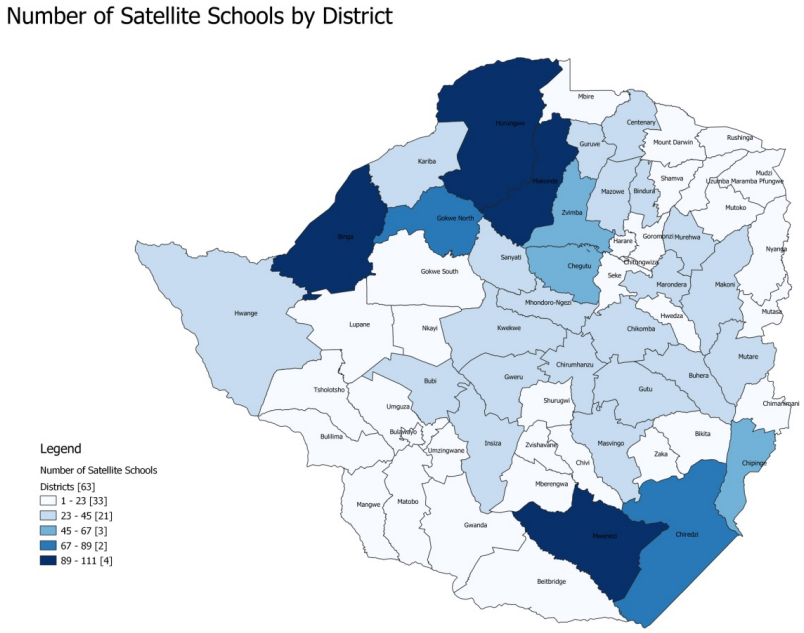

Figure 5.26 Number of satellite schools by district in 2019 (Source: EMIS, 2019)

Most of the primary and secondary schools are P3 (83.12 percent) and S3 (78.77 percent) schools in 2019. The next most common grant classification is P2 (11.75 percent) and S2 (14.25 percent). The P1 and S1 schools comprise 5.13 percent and 6.97 percent respectively. The biggest increase in the number of schools in the different grant categories since 2015 is in the P2 and S3 schools. There has been a reduction in the number of S1 schools since 2015 of nine schools.

Table 5.26 Number of schools by grant classification from 2015 to 2019 (Source: EMIS, 2015-2019)

Year	Primary				Secondary				Total
	P1	P2	P3	Total	S1	S2	S3	Total	
2015	227	464	5,242	5,933	215	330	2,173	2,718	8,651
2016	248	479	5,318	6,045	220	353	2,202	2,775	8,820
2017	234	486	5,403	6,123	205	336	2,289	2,830	8,953
2018	277	584	5,427	6,288	197	425	2,249	2,871	9,159
2019	342	784	5,545	6,671	206	421	2,327	2,954	9,625

Classrooms

The EMIS (2019) indicated that the number of pupils per classroom (PCR)[123] was 60 in ECD, 46 in primary schools and 40 in secondary schools. The recommended pupil to classroom ratios are: for ECD they are 20 to 1, for primary school they are 40 to 1, and for secondary school they are 30 to 1 (EMIS, 2019). The number stated for PCRs for 2019 for ECD appears to be three (3) times the standard class

[123] In the figures below LCR for learner to classroom ratio is used instead of PCR in accordance with the convention adopted by EMIS Zimbabwe. PCR is the most commonly used abbreviation to denote pupils per classroom ratio

sizes across the provinces. The following table gives the number of classrooms and pupil to classroom ratios from 2015 to 2019.

Table 5.27 Pupil to Classroom Ratios for 2015-2019 (Source: EMIS, 2019)

Year	Classrooms Numbers			Enrolment			Pupil to Classroom Ratio.		
	ECD	Primary	Secondary	ECD	Primary	Secondary	ECD	Primary	Secondary
2015	5,884	58,556	22,437	427,826	2,658,690	979,644	73	45	44
2016	7,163	59,645	26,597	517,950	2,658,415	1,026,984	72	45	39
2017	8,116	58,857	25,719	580,365	2,662,010	1,064,804	72	45	41
2018	9,142	59,288	25,799	623,981	2,676,485	1,075,325	68	45	42
2019	10,853	60,970	28,300	652,213	2,789,692	1,124,881	60	46	40

The pupil to classroom ratios are presented in the table below for provinces and the maps present the PCRs at district level. There are disparities in PCRs reflected at both the provincial and district levels. All provinces for all levels of school have higher PCRs than the recommended PCRs. For ECD, Mashonaland Central Province has the highest PCRs of 85 to 1, followed by Matabeleland North Province at 73 to 1. Harare Province has the highest PCRs at primary level at 60 to 1, followed by Mashonaland Central Province at 52 to 1. Bulawayo and Mashonaland Central have the highest PCRs at 42 to 1 for secondary level.

Table 5.28 Pupil to Classroom Ratio (PCR) by level in 2019 (Source: EMIS, 2019)

Province	ECD			Primary			Secondary		
	Classroom No.	Enrolment	PCR	Classroom No.	Enrolment	PCR	Classroom No.	Enrolment	PCR
Bulawayo	738	26,330	36	2,350	113,690	48	1,412	59,761	42
Harare	1,010	41,518	41	4,935	297,277	60	3,648	135,184	37
Manicaland	1,997	113,389	57	10,461	438,760	42	4,489	177,935	40
Mashonaland Central	764	64,667	85	4,990	257,288	52	2,071	86,547	42
Mashonaland East	1,336	75,152	56	6,921	299,534	43	3,295	131,988	40
Mashonaland West	1,136	71,114	63	6,594	326,436	50	2,957	122,278	41
Masvingo	1,408	93,302	66	8,675	371,652	43	3,812	151,295	40
Matabeleland North	589	42,979	73	3,988	170,607	43	1,538	58,746	38
Matabeleland South	616	41,559	67	4,096	151,782	37	1,573	57,156	36
Midlands	1,259	82,203	65	7,960	362,666	46	3,505	143,991	41
Total	10,853	652,213	60	60,970	2,789,692	46	28,300	1124881	40

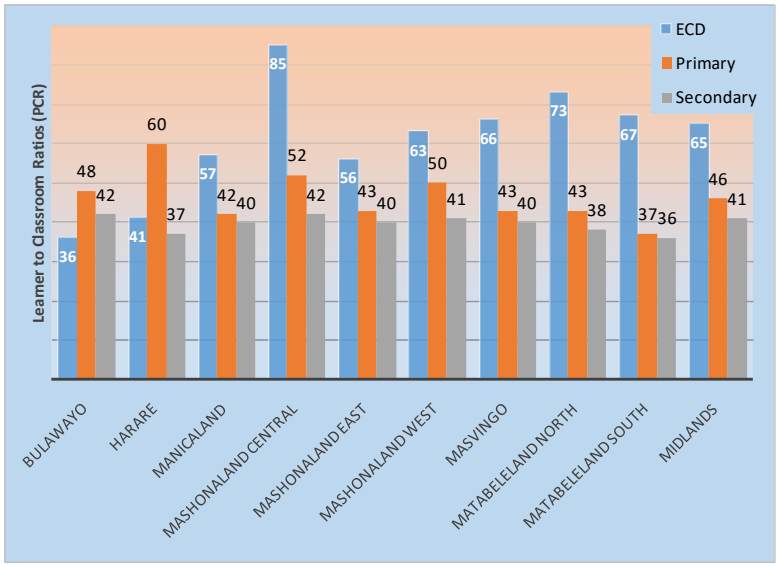

Figure 5.27 Pupil to Classroom ratio (PCR) by province in 2019 (Source: EMIS, 2019)

At district level, all districts have higher PCRs than the recommended levels for ECD and secondary levels (see the following maps). For ECD, the districts with the highest PCRs are Insiza District in Matabeleland South Province (153 to 1) followed by Muzarabani (Centenary) District in Mashonaland Central (131 to 1). At primary level, Harare Province's two districts: Chitungwiza (81 to 1) and Glen View Mufakose (71 to 1) have the highest PCRs. At secondary school level, it is also seen that schools with the highest (PCRs) are from urban provinces, Bulawayo: Mzilikazi (77 to 1), followed by Harare: Glen View Mufakose (58 to 1).

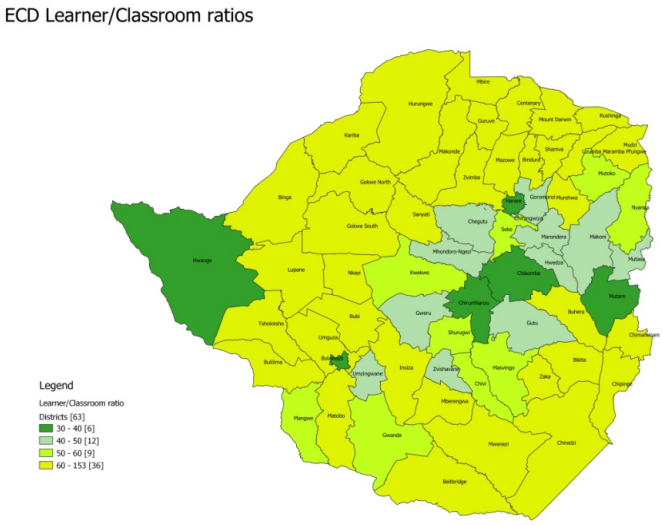

Figure 5.28 Pupil to Classroom ratio for ECD (Source: EMIS 2019)

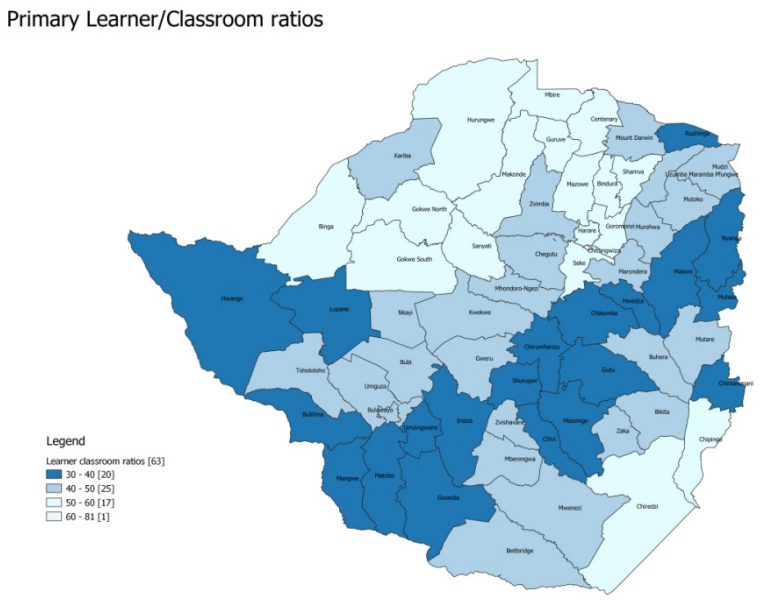

Figure 5.29 Pupil to Classroom ratio for primary schools (Source: EMIS, 2019)

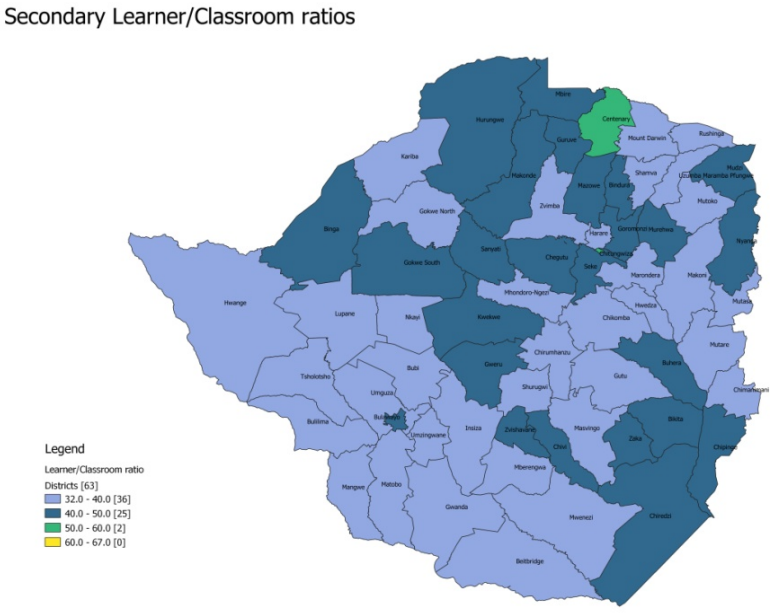

Figure 5.30 Pupil to Classroom ratio for secondary schools (Source: EMIS, 2019)

There are huge disparities when comparing the school grant categories (see the table below) with the highest PCRs in the P3 grant class for ECD level, the P2 class for primary level and the S2 class for secondary level. There are also disparities across urban and rural (rural is higher) and registered and satellite (satellite is higher).

Table 5.29 Learner to Classroom Ratios (PCR) by category in 2019 (Source: EMIS, 2019)

Category	Grant Class	ECD	Primary	Secondary
Grant class	P1/S1	27	39	28
	P2/S2	40	61	48
	P3/S3	70	44	40
Location	Rural	71	43	39
	Urban	37	55	41
Registration	Registered	62	45	39
	Satellite	81	59	45
	Unregistered	17	27	17
Total		60	46	40

The table below presents the comparison between 2015 and 2019 in the learners and classrooms in use and those that are needed. PCRs have reduced for ECD and secondary levels, however they have increased slightly for primary level. The numbers of classrooms required has increased to 39,726 in 2019 from 33,636 in 2015. The biggest demand for classrooms is at ECD level.

Table 5.30 Classrooms and Classes (Source: EMIS, 2015 and 2019)

Level	2015				2019			
	Learners	PCR	Classrooms in use	No of classrooms required	Learners	PCR	Classrooms in use	No of classrooms required
ECD	427,826	73	5,884	15,507	628,826	60	10,853	21,758
Primary	2,658,690	45	58,556	7,911	2,725,970	46	60,970	8,772
Secondary	979,644	44	22,437	10,218	1,085,828	40	28,300	9,916
Total	3,794,421		86,877	33,636	4,440,624		100,123	39,726

Multiple sessions in schools

In addition to high learner to classroom ratios, there are a number of schools which have two and three sessions in a teaching day. There are provincial disparities in this (see the figures below). There are 12 primary schools which have three teaching sessions (three in Bulawayo, two each in Mashonaland Central and Mashonaland East, and one each in Harare, Manicaland, Mashonaland West, Matabeleland North and Midlands Provinces). There are four secondary schools which have three sessions (one each in Bulawayo, Harare, Mashonaland Central and Mashonaland West Provinces).

The two urban provinces (Bulawayo and Harare) had higher incidence of two sessions (EMIS 2019) compared with the rural provinces. It therefore suggests that double sessions in primary schools are concentrated in P2 rather than P1 and P3 schools. Double sessions in secondary schools are also concentrated in S2 rather than S1 and S3 schools.

The responsible authorities for P2 and S2 schools are city councils, Government and town boards. It has been noticed that running two sessions puts stress not only on the school infrastructure (the furniture and the learning resources) but on staff and learners as well. It also emerged that issues

concerning the lack of ownership and management of the classroom and shared learning resources arises. Absenteeism and truancy are common in the afternoon sessions due to fatigue caused by adverse afternoon weather effects in Southern Africa.

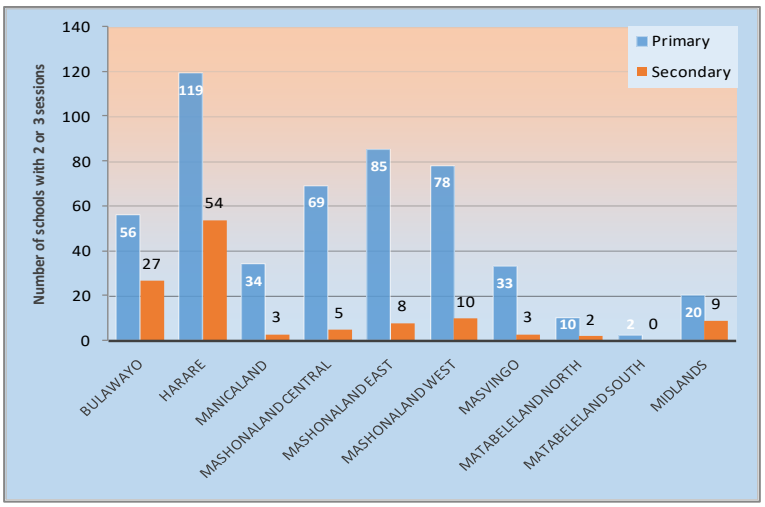

Figure 5.31 Percentage of primary and secondary schools with two sessions in 2019 by province (Source: EMIS, 2019)

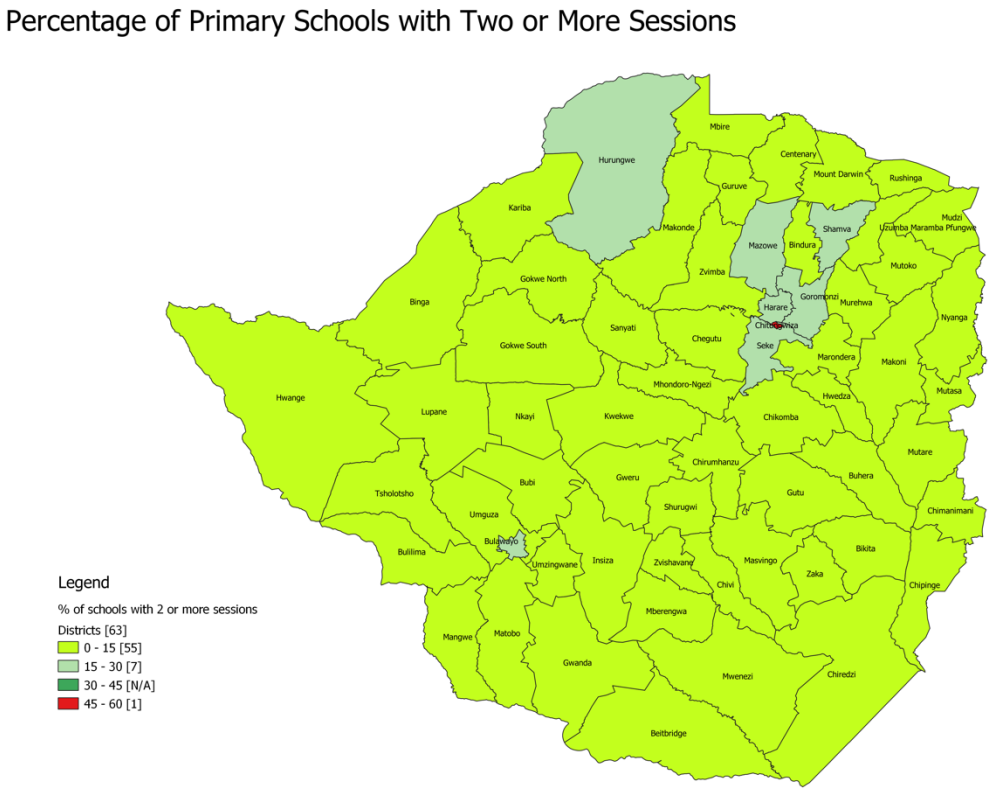

Figure 5.32 Percentage of primary schools per district with two or more teaching sessions (Source: EMIS, 2019)

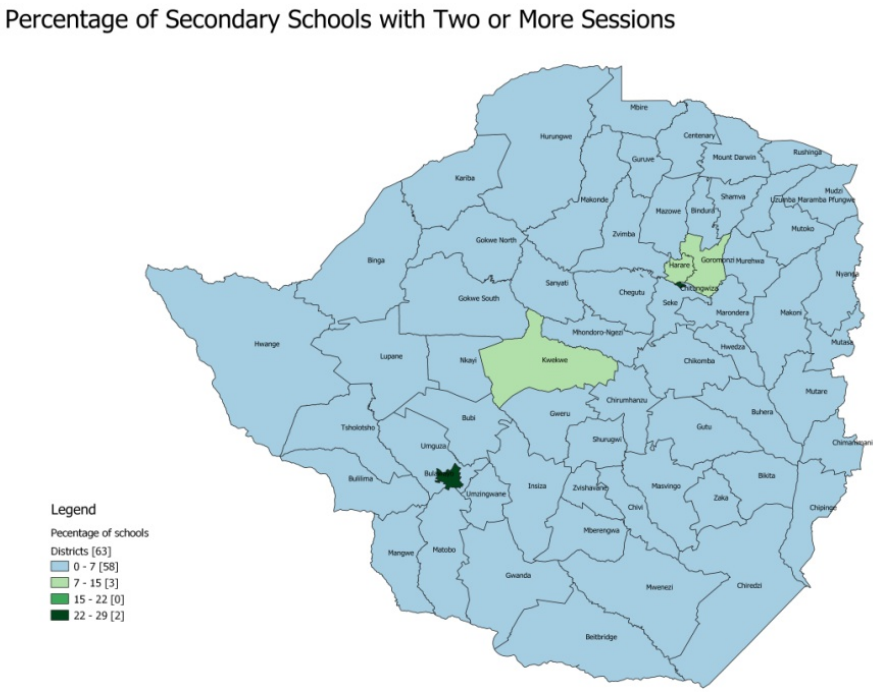

Figure 5.33 Percentage of secondary schools per district with two or more teaching sessions (Source: EMIS, 2019)

State of repair of classrooms

Responsible authorities need to budget for repair and maintenance of classroom blocks at primary and secondary schools, particularly the rural schools and the satellite schools. In 2019, around 40 percent of classrooms in ECD, primary and secondary schools were in need of minor repairs to walls, roofs and floors (see the table below). More than eight percent of classrooms in ECD and primary schools were bad and in need of repair and around one percent were derelict or dangerous. In secondary schools the number of badly repaired classrooms or derelict classrooms was less than in primary schools.

Table 5.31 Condition of classroom blocks (walls, roofs and floors) for ECD, primary and secondary schools in 2019 (Source: EMIS, 2019)

Part of block	Level of school	Status	Good (needs no repair)		In need of minor repairs		Bad, needs major repair/ replacement		Currently derelict/ dangerous	
			No.	percent	No.	percent	No.	percent	No.	percent
Wall	ECD	Registered	4,418	51.31	3,380	39.26	679	7.89	133	1.54
		Satellite	368	43.09	312	36.53	148	17.33	26	3.04
		Unregistered	574	82.12	112	16.02	6	0.86	7	1
		Total	5,360	52.74	3,804	37.43	833	8.2	166	1.63
	Primary	Registered	23,132	45.48	22,973	45.17	4,194	8.25	562	1.1
		Satellite	1,954	43.42	1,660	36.89	776	17.24	110	2.44
		Unregistered	198	73.06	70	25.83	3	1.11	0	0

Part of block	Level of school	Status	Good (needs no repair)		In need of minor repairs		Bad, needs major repair/ replacement		Currently derelict/ dangerous	
			No.	percent	No.	percent	No.	percent	No.	percent
		Total	25,284	45.45	24,703	44.4	4,973	8.94	672	1.21
	Secondary	Registered	12,996	56.94	9,202	40.31	561	2.46	67	0.29
		Satellite	1,746	57.55	1,057	34.84	190	6.26	41	1.35
		Unregistered	211	76.17	61	22.02	5	1.81	0	0
		Total	14,953	57.21	10,320	39.48	756	2.89	108	0.41
Roof	ECD	Registered	4,976	56.56	3,010	34.22	708	8.05	103	1.17
		Satellite	471	52.74	268	30.01	138	15.45	16	1.79
		Unregistered	614	84.81	97	13.4	11	1.52	2	0.28
		Total	6,061	58.2	3,375	32.41	857	8.23	121	1.16
	Primary	Registered	26,905	52.25	19,615	38.09	4,452	8.65	520	1.01
		Satellite	2,539	54.19	1,315	28.07	734	15.67	97	2.07
		Unregistered	237	82.01	52	17.99	0	0	0	0
		Total	29,681	52.56	20,982	37.16	5,186	9.18	617	1.09
	Secondary	Registered	14,844	64.32	7,608	32.97	545	2.36	81	0.35
		Satellite	2,051	66.27	812	26.24	172	5.56	60	1.94
		Unregistered	235	83.33	47	16.67		0	0	0
		Total	17,130	64.75	8,467	32.01	717	2.71	141	0.53
Floor	ECD	Registered	4,318	49.16	3,477	39.58	943	10.74	46	0.52
		Satellite	407	45.63	285	31.95	168	18.83	32	3.59
		Unregistered	584	81.79	122	17.09	6	0.84	2	0.28
		Total	5,309	51.1	3,884	37.38	1,117	10.75	80	0.77
	Primary	Registered	20,551	39.83	24,406	47.3	6,292	12.2	345	0.67
		Satellite	2,054	43.96	1,492	31.93	1,003	21.47	123	2.63
		Unregistered	220	77.19	56	19.65	9	3.16	0	0
		Total	22,825	40.36	25,954	45.89	7,304	12.92	468	0.83
	Secondary	Registered	11,481	49.85	9,580	41.6	1,926	8.36	44	0.19
		Satellite	1,543	49.5	1,115	35.77	394	12.64	65	2.09
		Unregistered	219	79.06	56	20.22	2	0.72	0	0
		Total	13,243	50.12	10,751	40.68	2,322	8.79	109	0.41

WASH facilities

The School Functionality Standards (2013) for toilets prescribes a ratio of 1:20 for girls and 1:25 for boys. ECD and primary level learners are not far off the recommended minimum school functionality standards. However, it can be seen that there has been little change in these ratios since 2015 for primary and secondary levels whereas ratios have improved for ECD, in particular as ECD learners need age appropriate toilets.

Table 5.32 ECD, primary and secondary toilet ratios from 2015 to 2019 (Source: EMIS, 2019)

Year	ECD learner to toilet ratio		Primary learner to toilet ratio		ECD and Primary Teacher to toilet ratio		Secondary learner to toilet ratio		Secondary Teacher to toilet ratio	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
2015	25	25	24	25	4	2	18	18	3	3
2016*			20	21	3	2	18	18	2	3
2017	24	25	24	25	3	2	18	17	3	3
2018	23	25	21	22	4	2	17	17	3	3
2019	21	21	25	26	4	2	18	18	3	3

*Ratios were not available.

Although the national ratios for toilets in primary schools for ECD and primary level learners are not far off the recommended standards, it can be seen that the ratios are very variable by province (see the table below). The secondary schools had better learner to toilet ratios than primary schools (see the table below), yet this is again very variable by province. Harare and Bulawayo Provinces had the highest learner to toilet ratios. There is no information available on the status of toilets and, in the case of pit latrines, whether they are full or not.

Table 5.33 ECD, primary learner and teacher to toilet ratio (Source: EMIS, 2019)

Province	ECD learner to toilet ratio		Primary learner to toilet ratio		Teacher to toilet ratio	
	Female	Male	Female	Male	Female	Male
Bulawayo	17	16	33	35	9	1
Harare	15	14	47	48	10	2
Manicaland	21	22	23	24	3	2
Mashonaland Central	28	30	26	29	3	2
Mashonaland East	23	23	23	24	3	1
Mashonaland West	22	22	28	29	4	2
Masvingo	22	22	23	25	3	2
Matabeleland North	24	24	18	20	4	2
Matabeleland South	19	19	18	19	3	2
Midlands	21	21	26	26	4	2
TOTAL	21	21	25	26	4	2

The standard learner to squat hole at secondary school level is 25 to 1. Blair toilets form the majority of toilets in the rural provinces and water closets form the majority of toilets in the urban areas. For secondary schools, the learner to toilet ratio is higher than the standard for the urban provinces (Harare and Bulawayo). The rural learner to toilet ratios are less than the standard ratio, however it is not known what the status of the pit latrines is.

Table 5.34 Secondary learner and teacher to toilet ratios in 2019 (Source: EMIS, 2019)

Secondary schools	Secondary learner to toilet ratio		Teacher to toilet ratio	
	Female	Male	Female	Male
Bulawayo	28	29	7	4
Harare	26	26	5	3
Manicaland	16	16	2	3
Mashonaland Central	17	18	2	2
Mashonaland East	16	16	2	2
Mashonaland West	18	19	3	3
Masvingo	17	17	2	2
Matabeleland North	17	16	3	3
Matabeleland South	14	12	2	2
Midlands	19	18	2	2
TOTAL	18	18	3	3

More than half of all water sources for both primary (58.07 percent) and secondary schools (54.36 percent) are boreholes, respectively, followed by piped water, and then protected well. These are safe water sources, with very small proportions of schools using the unsafe sources namely streams or rivers, unprotected wells and dams (see the figure below).

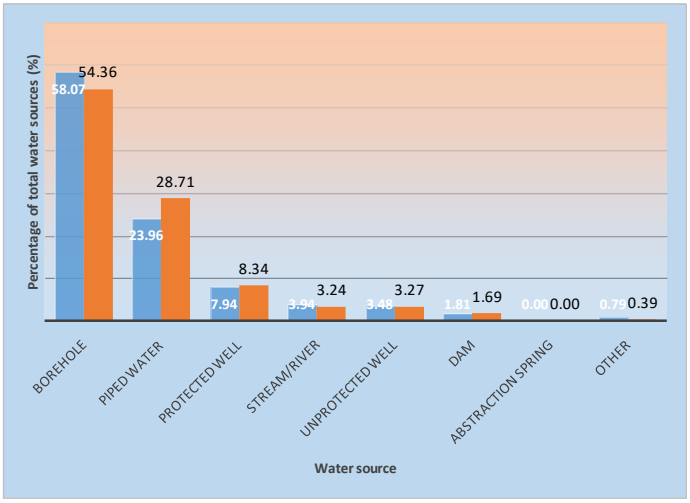

Figure 5.34 Source of water as a percentage of all water sources by education level in 2019 (Source: EMIS, 2019)

Water is available in most schools. However, 1.6 percent of primary schools (68 schools) and 1.32 percent of secondary schools (32 schools) have no water (for further details refer to Appendix 5.8). The School Functionality Standards require that there be access to clean, potable water within 500 metres of the school. More than a quarter of the schools (26.3 percent) have their water sources more than 500m from the school (1,542 primary schools and 638 secondary schools). The majority of primary schools (5,060 schools, 86.32 percent) and secondary schools (2,166 schools, 89.36 percent) have water that is safe to drink. 65.0 percent of primary schools have sufficient water (3,811 schools) and 64.4 percent have water that is available all year round (3,788 schools). 70.1 percent of primary schools (4,114 schools) have their water sources used by the community. 64.1 percent of secondary schools (1,554 schools) have sufficient water and 63.9 percent have water that is available all year round (1,549 schools). 62.3 percent of secondary schools have their water sources used by the community (1,511 schools). Water availability is different for different provinces, urban/rural, registered/satellite and responsible authorities. Access to water is better in urban compared to rural and registered schools compared to satellite schools.

Below is a figure showing the number of schools with no water in 2019:

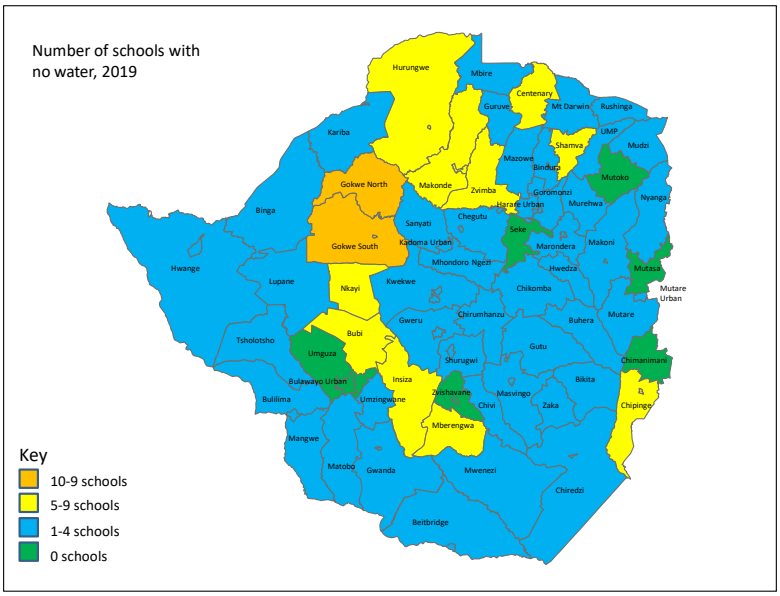

Figure 5.35 Number of schools with no water in 2019 (Source: EMIS, 2019)

Writing and seating places

The School Functionality Standards state that every child should have their own seating and writing places. This target is not being accomplished. On average, two students share each seating place and each writing place with the situation worse in the primary schools than the secondary schools. The number of seating places and writing places needed in primary schools is 1,146,281 and 1,388,535 respectively. The number of seating places and writing places needed in secondary schools is 730,941 and 248,703 respectively. The percentage of learners without writing and seating places varies by level and province with Matabeleland North having the highest percentage of learners without places (see the figure below). The percentages of learners without writing and seating places increases from P1 to P3, S1 to S3, registered to satellite, and urban to rural. The responsible authorities with the highest percentages of learners without writing and seating places are the district councils and farms.

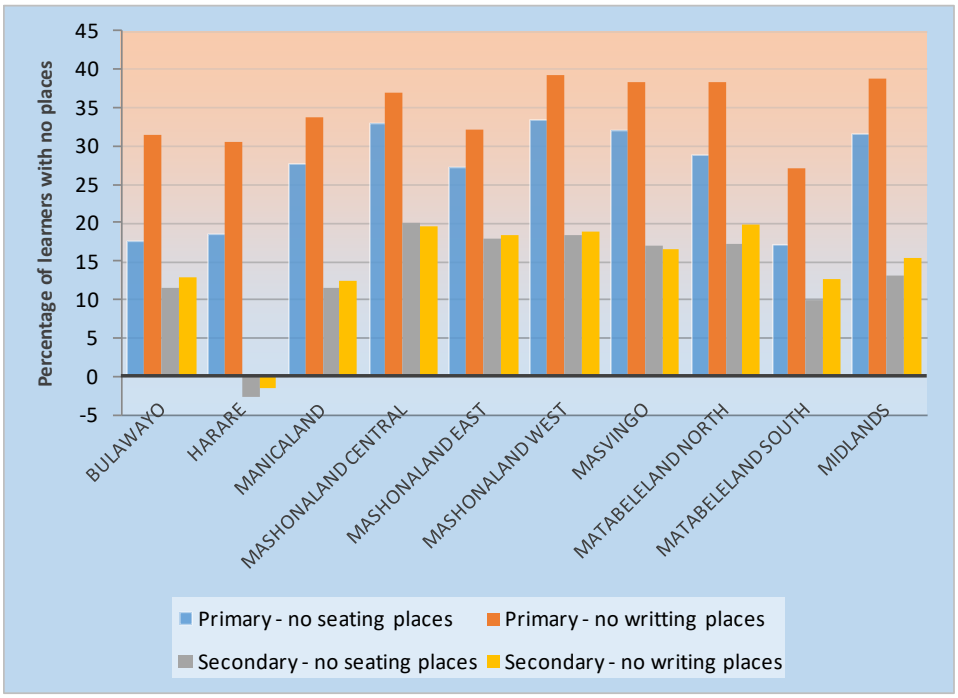

Figure 5.36 Percentage of learners without seating and writing places by province in 2019 (Source: EMIS, 2019)

SIGs have been used for procuring teaching and learning materials, classroom furniture, special needs provision, recurrent costs such as materials and school operation costs and small maintenance. SIG emergency is also being disbursed during disasters to further support schools in need.

Sporting and specialist facilities

The following tables give information on the sporting and specialist facilities. The second table below gives the shortfalls as reported by the schools themselves in 2019.

Table 5.35 Number of facilities at schools in 2019 (Source: EMIS, 2019)

Facility	Primary		Secondary	
	Number	Total capacity	Number	Total capacity
Admin Block	2,656	21,951	2,632	19,565
Agriculture	265	10,718	847	29,523
Art and Craft room	2,373	9,412	250	13,332
Biology Laboratory	0	0	428	9,355
Building	195	7,701	432	14,909
Chemistry Laboratory	0	0	298	8,526
Computer room	1,562	51,491	1,329	44,129
Food Technology	100	3,194	482	12,019
Guidance and Counselling	360	7,868		
Hall	334	120,072	312	145,834
Library	929	31,428	873	4,9152

Facility	Primary		Secondary	
	Number	Total capacity	Number	Total capacity
Metalwork	17	567	255	6,671
Music room	173	6,194	102	3,658
Ordinary classrooms	71,285	2,924,162	28,211	1,096,986
Physics Laboratory	0	0	318	8,888
Science Laboratory	38	1,566	1,490	68,901
Staff room	1,006	19,940	1,822	34,533
Textile Technology	61	2,025	967	29,202
Tool store	2,068	21,030	1,578	20,565
Tuckshop	746	10,608	816	30,817
Woodwork	72	2,049	419	11,568
Audiological room	23			
Basketball Court	1,198		649	
Braille Laboratory	19			
Culture Centre	1,397			
Dining Room	287			
Gymnasium	67		43	
Kitchen	2,291			
Netball Court	7,414		3089	
Pavilion	154		122	
Sick bay room	622			
Sports field (e.g. football)	7,807		3384	
Squash court	62		86	
Strong room	2,049			
Swimming pool	346		107	
Tennis Court	739		494	
Therapy room	56			
Volleyball Court	5,821		2793	

Table 5.36 Number of primary and secondary school facilities and shortfalls in 2019 (Source: EMIS, 2019)

Facility	Primary		Secondary	
	Number	Shortfall	Number	Shortfall
Caretaker's houses		636		433
Dining rooms		4		
Kitchens		3		
Matron's houses		173		194
Nurses' houses		149		178
Teachers' houses		39,533		16,530
Warden's houses		125		190
Workers' houses		1,090		1,412

Learner Accommodation

In practice, not all children have access to nearby schools. The IGATE-T baseline report found that some female learners do not transition to secondary school or they drop out due to the long distances that they must travel to school and because they feel unsafe travelling to school.[124] To deal with distances to school, some learners will board in informal boarding. Informal boarding or "bush boarding" is contributing to physical and sexual abuse of learners[125]. The cost of conventional boarding schools is too high for many parents to afford. This has led to use of informal boarding facilities, a situation where children utilise available facilities close to school such as shopping centres. This causes risks to learners' safety and protection and can result in school related gender-based violence (SRGBV).

The Minimum Functionality Standards (2013) give standards for boarding schools. Although the EMIS (2019) does not state the ratios for learner accommodation facilities, MoPSE reports have highlighted the strained learner boarding facilities faced by responsible authorities. To address this, a number of interventions are currently ongoing[126]:

- Learner accommodation is currently being built in four provinces of the country using alternative affordable building materials to cater for learners with long distances to travel to and from school
- The NAC, with funding from a Global Fund Grant (2018-2020), in partnership with Plan International, is constructing low cost boarding facilities in eight schools in four districts. A site assessment was undertaken at the eight schools by MoPSE and other stakeholders. Based on the result of the site assessment, UNDP has published a tender for a contractor to construct boarding facilities in further schools

[124] Limestone Analytics. (2018) GEC-T Zimbabwe. IGATE-T Baseline Report

[125] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme

[126] Ministry of Primary and Secondary Education. (Undated). Learners Accommodation in Zimbabwe Schools

Projections of school infrastructure shortfalls (public schools)

In 2015, MoPSE carried out a mapping exercise to estimate the number of new schools that were needed in that year. The total number of new schools that were needed was 2,056, which is made up of 1,425 satellite schools, 349 decongestion schools and 282 completely new schools. The province with the greatest number of new schools needed was Mashonaland West (21.16 percent), followed by Midlands (13.52 percent) and Mashonaland Central (13.38 percent).

To obtain a crude estimate the numbers of schools needed in 2019 (see table below), the average school size per district in 2019 was calculated (a total was calculated for ECD and primary together and for lower and upper secondary together). The district population projections provided by ZIMSTAT were then used to calculate the number of schools needed per district using the average school size for each district. This was subtracted from the number of schools in 2019 to give a crude estimate of the number of schools needed. It is estimated that a total of 1,561 primary schools need to be built (including satellite schools) and 3,015 secondary schools. This is a very crude estimate and a proper school mapping exercise is urgently needed to estimate the number of primary and secondary schools needed as of 2020.

Table 5.37 Crude estimates of schools to be built (Sources: School mapping exercise, 2015; EMIS, 2019)

Province	Schools needed in 2015 Source: mapping exercise; (including satellite schools)		Current satellite schools (2019)		New schools needed (crude estimate)		Total needed (including satellite schools)	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
Bulawayo	40	29	8	3	21	58	29	61
Harare	110	78	5	6	132	285	137	291
Manicaland	57	71	85	135	11	227	96	362
Mashonaland Central	163	112	111	94	41	250	152	344
Mashonaland East	91	47	95	112	26	192	121	304
Mashonaland West	258	177	234	182	60	309	294	491
Masvingo	164	94	174	95	27	198	201	293
Matabeleland North	74	40	138	83	72	205	210	288
Matabeleland South	123	50	67	41	54	164	121	205
Midlands	172	106	134	102	66	274	200	376
Total	1,252	804	1,051	853	510	2,162	1,561	3,015

The two figures below show the estimated number of primary and secondary schools needed per district as of 2019:

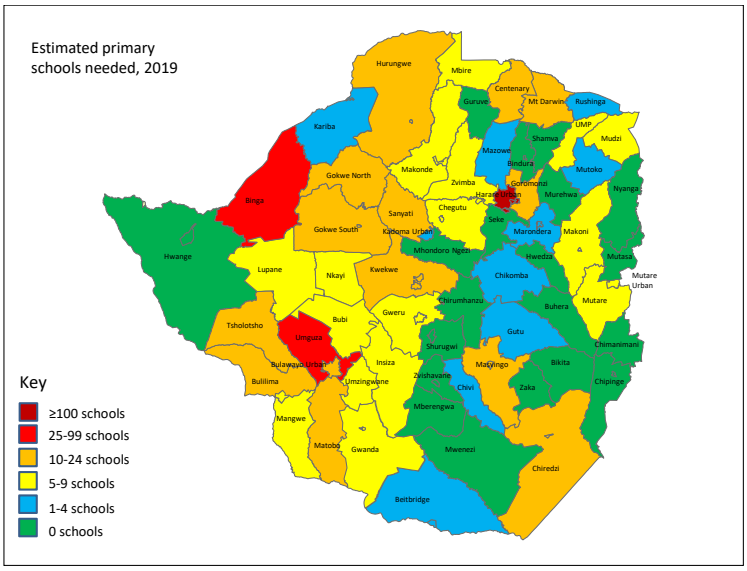

Figure 5.37 Estimated number of primary schools needed in 2019

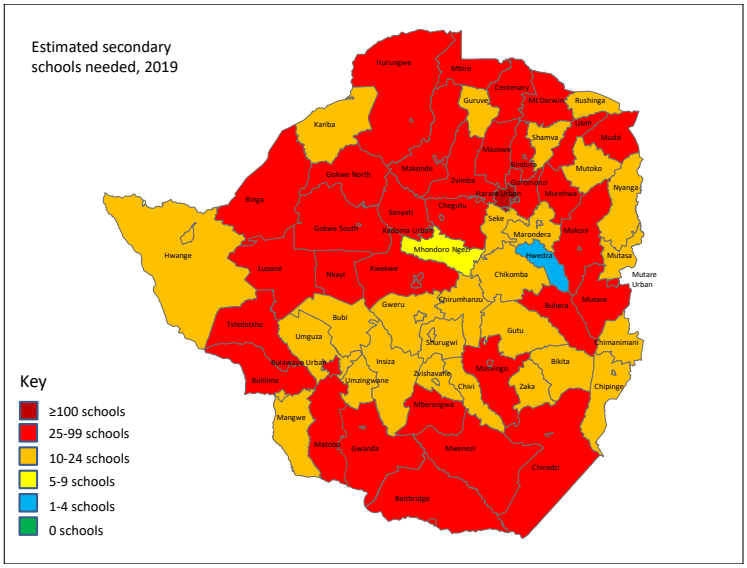

Figure 5.38 Estimated number of secondary schools needed in 2019

In 2012 and 2013, MoPSE and partners undertook a mapping exercise to collect GPS (Global Positioning System) coordinates for all schools. The last national maps which had schools had been produced in the mid-1990s. Due to the large number of new schools since the mid-1990s, there was a large number of schools which were not represented on maps. The coordinates that were consolidated into one database needed to be verified. Since 2013, the number of schools has increased and there is a need to map these schools and to verify the ones that had already been collected. Once these schools have been mapped, it will be possible to produce maps showing 5 kilometres and 10 kilometres radiuses for primary and secondary schools respectively. The 5 kilometres and 10 kilometres radiuses are the national standards which should be met for the maximum distances that primary and secondary school learners need to travel to school. The mapping of schools would also help in the delivery of supplies to schools.

The cost of constructing a standard two classroom blocks using School Functionality Standards is between USD 100,000 and USD 120,000 depending on location and ground type. A quote made in 2019 indicated the building materials would be around USD 65,000, and labour depended on location (rural – USD 35,000, urban firm ground – USD 45,000 and urban clay/sand – USD 55,000). Another costing of a rural school two classroom block gave a quote for USD 67,000. An F14 house (teacher's house) was costed at USD 35,000. With the huge need for classrooms there is a need to look at alternative building materials that are cheaper but still of good standard. In the cases of satellite schools, it may be necessary to consider prefabricated houses to ensure the safety and conduciveness of the learning environment.

5.4 Interventions to address access, equity and quality of education

5.4.1 Prioritised intervention areas

Early Reading Initiative and Performance Lag Address Programme

Despite the positive impact of the ECD programme on preparing children for school not all children have accessed this and not all children are learning as quickly as anticipated. The Early Reading Initiative (ERI) and the Performance Lag Address Programme (PLAP) in Zimbabwean primary schools were introduced to address early learning gaps that negatively affect performance at grade 7 and O level in Zimbabwe which is attributed to insufficient reading skills by learners inherited from early grades.

Reading competency is a fundamental skill which should be systematically acquired for learners to master the necessary pre-reading skills during early learning grades and throughout the primary school years. Zimbabwe is presently implementing a STEM curriculum and sufficient reading ability acquired in the lower primary grades is crucial to the successful implementation of this curriculum.

PLAP is a local adaptation of multigrade teaching methodology designed to capacitate teachers for the implementation of measures that ensure that those children whose knowledge and skills level falls below the expectations of the curriculum catch up with their grade peers. In addition to the training of teachers, support materials are also provided to the teachers.

Positive steps have been taken since 2016 to integrate innovative methods related to ERI and PLAP, designed to prepare teachers to assist learners who have fallen behind their peers. While research points to the efficacy of this program, it also notes that lack of effective training and oversight leads to poor implementation, which can yield negative results for learners.

Under the GPE support programme there are areas which are being supported to mainstream both ERI and PLAP in the education delivery system since 2018[127]:

- The current in-service training programmes for ERI and PLAP need to become a part of pre-service teacher training to ensure that new teachers are aware of these education initiatives and ESSP priorities before they enter the teaching service. This will contribute to sustainability of the GPE interventions. MoPSE and MoHTEISTD have agreed to integrate the above into the pre-service teacher education curriculum

[127]UNICEF Zimbabwe & Ministry of Primary and Secondary Education. (2019). Global Partnership for Education. Annual Report for the period 1 January 2018 – 31 December 2018
See also: Ministry of Primary and Secondary Education. (2020). Draft Education Sector Performance Report 2019

- ERI and PLAP should be integrated into teaching methodologies under the regular curriculum from ECD A to Grade 7 as part of the competence-based curriculum. For teachers already trained in the system, continuous professional development around the concepts of early reading and student learning support should be responsive to teacher professional standards requirements, be demand led and integrated into regular staff development sessions
- Professional development for better teaching and learning through cluster-based training in order to improve the quality of teaching at ECD A through to Grade 7. The continuation of the training of all teachers on both ERI for ECD to Grade 2 teachers, and on PLAP for teachers from grade 3 to 7
- Training of teachers on the ERI and PLAP supplement for special needs education: The ERI and PLAP supplement is a handbook[128] on teaching methodologies for children with disabilities for primary school teachers and was used to train all primary school teachers, covering more than 80,000 primary teachers, in teaching methodologies for children with disabilities and learning difficulties. A section on ERI and PLAP was also included in the Inclusive Education Handbook (2018)

Social protection programmes and activities

This section emphasises the Basic Education Assistance Module (BEAM), since it is the major social safety net for orphaned and vulnerable children (OVC) and other economically and socially disadvantaged learners.

Background to BEAM

Launched in 2000 as part of GoZ's Enhanced Social Protection Programme, BEAM is implemented by the Ministry of Public Service, Labour and Social Welfare (MPSLSW) in conjunction with MoPSE. BEAM was specifically established to assist primary (grades 1-7) and secondary (forms 1-6) learners aged between six and 19 years in the following categories: those in school but failing to pay or having financial difficulties in paying levies, tuition fees and examination fees; those who have dropped-out of school for financial reasons; children of school age who have never been to school for financial reasons. BEAM supports children with special needs enrolled in special schools and special classes. 10 percent of BEAM funds are reserved for learners with disabilities. At least 50 percent of beneficiaries should be female learners.

Between 2001 and 2008 BEAM was wholly funded by GoZ. In 2009, UNICEF mobilised significant external donor support to mitigate the falling value of Government funds due to hyper-inflation. It is currently solely funded by GoZ.

The 2018 ESPR[129] noted that the BEAM budget from the Ministry of Labour and Social Services was US$20 million in 2018, although it was unclear if this money had been disbursed, as it appeared that 2014 money was released to schools in 2018. However, currently 25 million US dollars per annum are budgeted for BEAM[130].

Last year, the number of beneficiaries under BEAM was stated as 450,000[131]. Currently, there are 415,000 beneficiaries under BEAM, comprising 194,084 females and 222,916 males, which totals

[128] Ministry of Primary and Secondary Education. (2018). Addressing Special Educational Needs at Infant and Junior Education Level in Literacy and Numeracy

[129] Ministry of Primary and Secondary Education. (2018). Education Sector Programme Report 2018

[130] This information was gathered during a personal communication with MoPSLSW in April 2020

[131] Government of Zimbabwe. (2019). Transitional Stabilisation Programme (TSP) 2018-2020. Mid Term Review

417,000 beneficiaries.[132] This clearly is not meeting the stipulation that 50 percent of BEAM beneficiaries should be female. There has been no particular research done as to why the number of female learners supported under BEAM is considerably lower than for males. The BEAM office attributes this to girls dropping out of school more than boys for various reasons (child pregnancy, early marriage, religious beliefs).

There is also no particular breakdown on the type of learner with special needs and disabilities that have been supported under BEAM. It also has to be pointed out that the threshold of 10 percent of BEAM funding should be spent on learners with disabilities. In fact, the actual percentage of beneficiaries in this category is way below 10 percent. According to the figures for 2019, 2523 boys and 2197 girls with disabilities benefitted from BEAM. This amounts to one percent of all beneficiaries.

For the 2020 budget ZWL$450 million has been set aside for BEAM. But by the time the budget was pronounced in November 2019 that amount was equivalent to US$25 million. This has already been eroded and meaning that if additional funds are not allocated for the programme it could mean a reduction in the number of beneficiaries or a return to arrears.

Benefits and Implementation Challenges of BEAM

The 2016 BEAM evaluation report conducted jointly by MoPSLSW and MoPSE[133] was covering three provinces (six districts) noted that overall there was great appreciation of the BEAM programme by key stakeholders, because the funds are assisting in granting orphans and vulnerable children the opportunity to access education. During a stakeholders' workshop in 2019[134], BEAM was reportedly mentioned by a considerable number of schools as a key player in paying school fees for the most vulnerable children.

A 2019 MoPSE internal report[135] highly rated the transparency and efficiency of Community Selection Committees. The report further noted that BEAM was found to be necessary and relevant as it was positively rated by parents and community representatives, who indicated that BEAM had improved access to education for OVC, particularly the girl-child and learners with special needs. It added that BEAM's most important contribution has been improving enrolments and completion rates, although no evidence was provided for this. The report concluded that BEAM is the most funded, efficient and publicized among current social safety nets interventions.

However, the aforementioned evaluation report by MoPSLSW and MoPSE found that less than two-thirds of nominated children were selected for BEAM, although only five percent of school heads cited favouritism as having discredited the selection process for intended beneficiaries. Some Community Selection Committees whose term of office had expired were still performing their duties. Delays in disbursing funds to schools by BEAM's Project Management Unit was found to be hindering schools and causing loss of trust in the programme.

[132] This information was gathered during a personal communication with MoPSLSW in April 2020

[133] Ministry of Public Service, Labour and Social Welfare and Ministry of Primary and Secondary Education. (2016). Basic Education Assistance Module - A Report on Findings of the BEAM Monitoring for Matabeleland South, Matabeleland North and Midlands

[134] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches to Learner Discipline

[135] Ministry of Primary and Secondary Education. (2019). Issues, Findings, and Recommendations on BEAM

The MoPSLSW and MoPSE report also found that all primary schools were issuing receipts to beneficiaries, but less than two-thirds of secondary schools were doing the same. The majority of schools were in compliance with the regulation not to take punitive measures against BEAM beneficiaries, in the event of delays in release of BEAM funds, and almost no schools had excluded BEAM beneficiaries for non-payment of fees. The report found need for other related interventions, such as furniture, uniforms, shoes and stationery for learners. This was supported by the 2019 MoPSE internal report, which noted that although BEAM covers levies, tuition and examination fees, it did not provide for other barriers to education such as costs of food, uniforms, stationery, learning resources and medical treatment. This impacted negatively on learners' performance. The report recommended that the release of BEAM funds should be timely to enhance efficiency and effectiveness, and that BEAM provisions should be more comprehensive to include learners' needs in addition to fees and levies. It also recommended BEAM financial allocations be increased to cover the intended target of 30 percent of learners, and the strengthening of additional social safety nets. It further recommended establishing new posts at provincial and district levels to manage the BEAM programme.

The 2019 MoPSE internal report further noted that more funds are required for BEAM than originally estimated, and that disbursement of funds is slow. The 2018 ESPR[136] stated that BEAM's disbursement mechanism is not fully functional. MoPSE's Joint Monitoring Report of May 2019[137] noted the need to strengthen BEAM and broaden the base of those supported by it and other safety nets, a point echoed by a Joint Monitoring Report later in the year[138]. It also noted that, in general, most heads and accounting officers were not following financial statutes and not managing their finances well, and that some schools did not implement audit recommendations. The subsequent Joint Monitoring Report reflected these findings[139]. The aforementioned Joint Monitoring Report of May 2019 stated that there are inconsistencies in the levies collected by local authorities, and it is not evident how they are ploughed back to improve the welfare of learners.

GoZ, through the Ministry of Public Service, Labour and Social Welfare (MoPSLSW), hosts a suite of social safety net programmes, such as foster care grants for adopted children, medical treatment orders for those who cannot afford hospital fees, and cash transfers to vulnerable households. Complementing Government efforts are various partners such as the Zimbabwe Girls Secondary Education programme being implemented by the Campaign for Female Education (CAMFED), the Higherlife Foundation, World Vision, Plan International, Save the Children and World Vision.

Orphans and Vulnerable Children (OVC)

The EMIS census forms (ED46s) collect information on Orphans and Vulnerable Children (OVC) in schools. For the ED46 forms OVC are those learners that are double or single orphans or vulnerable (but not orphaned). The data on the numbers of OVC over time are summarised in the table below, the numbers of OVC by school category are summarised in the graph below and the numbers of OVC at district level are summarised in the map below. There are 103,096 learners at ECD level (15.91 percent of enrolments), 551,238 learners at primary school level (19.76 percent of enrolments) and 308,681 learners in secondary school (27.44 percent of enrolments) that are OVCs. The numbers of OVC have been decreasing at all levels of education since 2016, and the percentage of those enrolled

[136] Ministry of Primary and Secondary Education. (2018). Education Sector Programme Report 2018
[137] Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 1, May 2019
[138] Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 3, October 2019
[139] Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 2, July 2019

that are OVC has been reducing. The reasons for this decrease need to be researched as it may indicate that the OVC do not have access to school and access to schooling is getting worse.

The numbers of OVC enrolled in schools is higher in P3/S3 compared to P2/S2 compared to P1/S1, rural than urban, satellite than registered. There are differences in the numbers of OVC at district levels with concentrations off the highveld in the north of the country and the east and south east. These patterns were also reported in the ESA (2015). The District Council run schools have the highest percentages of OVC.

Table 5.38 Numbers of OVC by level over time (Source: EMIS, 2019)

Level	Sex	2015	2016	2017	2018	2019
ECD	Male	47,166	56,520	53,726	54,432	52,451
	Female	46,306	55,427	52,328	52,702	50,645
	Total	93,472	111,947	106,054	107,134	103,096
Primary	Male	331,431	330,374	310,686	294,072	275,847
	Female	327,139	323,005	301,601	290,042	275,391
	Total	658,570	653,379	612,287	584,114	551,238
Secondary	Male	159,014	165,213	156,323	155,296	148,110
	Female	166,044	170,650	164,815	163,399	160,571
	Total	325,058	335,863	321,138	318,695	308,681
Grand Total		1,077,100	1,101,189	1,039,479	1,009,943	963,015

OVC are receiving educational support through BEAM and other funding opportunities. Following are the numbers of OVC reached with educational support in 2018 and targeted for the period 2019 to 2022[140]:

Actual 2018: 583,547 children

Target 2019: 415,000 children

Target 2020: 700,000 children

Target 2021: 900,000 children

Target 2022: 1,200,000 children

[140]Government of Zimbabwe. (2020). Blue Book. Proposed Estimates of Expenditure Vote 3 - Public Service, Labour and Social Welfare

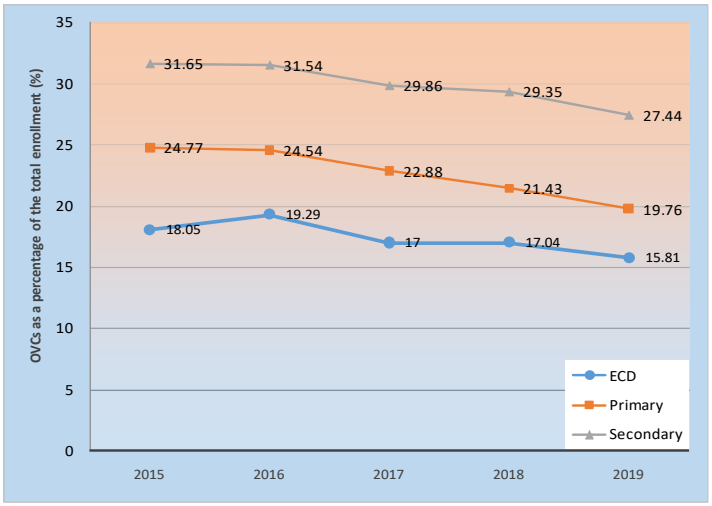

Figure 5.39 Percentage of learners that are OVC over time (Source: EMIS, 2019)

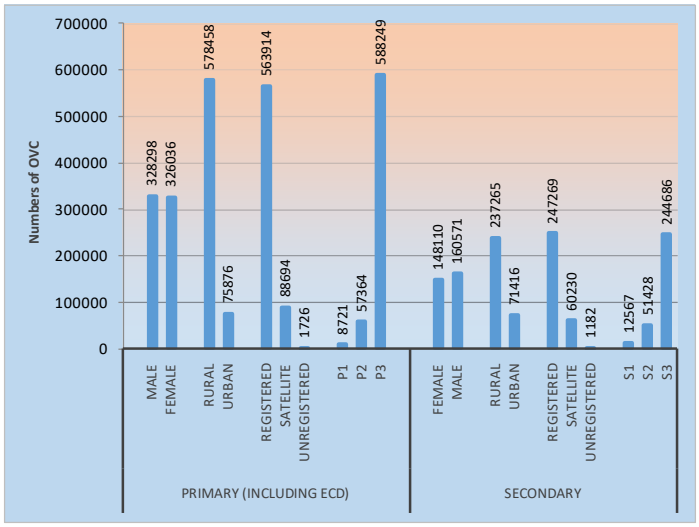

Figure 5.40 Numbers of OVC by sex and school classification categories (Source: EMIS, 2019)

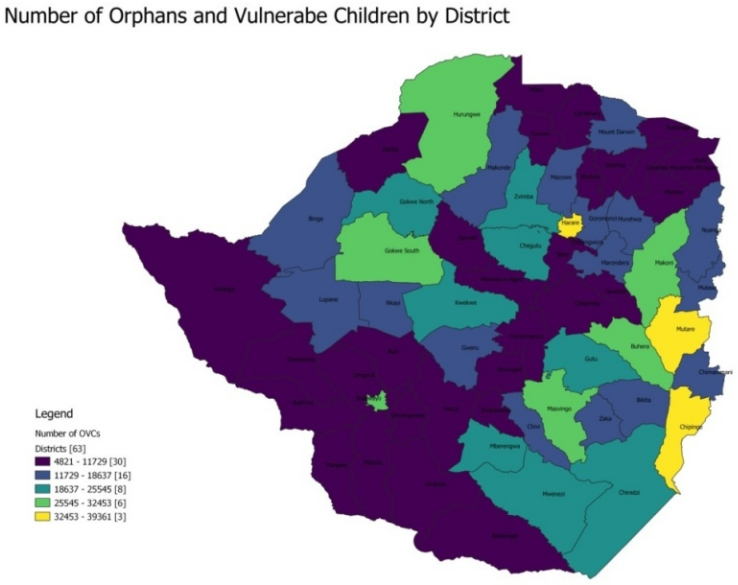

Figure 5.41 Number of OVC in school by district in 2019 (Source: EMIS, 2019)

5.4.2 Programmes funded by donors

Global Partnership for Education

The overall objective of the GPE II programme is set out as follows: *within a comprehensive, effective and dynamic policy framework all children, particularly the most vulnerable, access quality and relevant learning.* GPE II activities are strongly embedded within MoPSE's ESSP and contribute to the overall ESSP's goals. In 2019, the GPE annual implementation plan consisted of the following programme components:

1. Equity
    a. School infrastructure: Provide learning facilities for the most disadvantaged districts
    b. Parental engagement in Early Learning and Early Reading Initiative (ERI)
    c. Non-formal education: Provide second chance non formal learning opportunities
    d. Children with disabilities: Special Needs Education and School Psychological Services
2. Learning Outcomes
    a. Competency-based curriculum: Integrate PLAP into curriculum and consolidate ERI
    b. Mathematics education
    c. Science and agriculture kits
    d. Ensuring teacher capacity and opportunities for professional development and access to facilities (laboratories, libraries etc.)
3. Efficiency
    a. Policy and legislation: Preparation and implementation of the School Financing Policy and the Inclusive Education Policy
    b. Research, monitoring and data systems: Support ESSP implementation, monitor and evaluate the programme (ESSP annual reviews)
    c. School leadership and management: Demand led response to national and sub national leadership, management and capacity development
    d. Learner welfare and guidance & counselling: Provide for remedial and catch-up learning opportunities

Education Development Fund Phase 11 2016-2020)

The Education Development Fund (EDF 11) is a multi-donor funded programme now in Phase II which ends in 2020. It has an overall five-year budget of US$81,298,925. The purpose of the EDF is to support the education sector by assisting MoPSE to realise its objectives of achieving universal and equitable access to quality educational services for all Zimbabwean children as enshrined in the mission statement and in accordance with the main pillars of the ESSP.

The table below highlights the achievements in EDF programme implementation. It has to be noted that both EDF II and GPE II are complementary donor interventions in the education sector.

Table 5.39 EDF II programme achievements as of 2019

Output	Programme	Achievement
Equitable Access	**School Improvement Grant (SIG)**	SIG disbursed to 4,526 disadvantaged schools 383 school heads and other personnel trained in financial management
	ECD	13 children's story books developed and finalized Model Inclusive Infant Facility (MIIF) manual developed
	NFE for Out of School Children	209 personnel from 10 provinces trained on the interpretation of the compressed syllabi in 12 learning areas 197 people, including 97 District Lifelong Learning Coordinators (DLLCs) trained in the implementation and monitoring of the NFE Policy Longitudinal Study on-going/Midline Survey completed
	Inclusive Education for Learners with Disabilities	Community Outreach Programme implemented in 64/72 districts, reaching 30,142 community members and 63,068 children 39,000 copies of Inclusive Education Handbook being printed
	School Management,	School Leadership Training Manuals for School Heads and SDCs developed and finalized School Leadership Handbooks for SDCs and School Heads developed and finalized
Improved Learning Opportunities	**Teacher Development**	Phase 3 & mop-up syllabus interpretation training: 17,869 teachers trained (8,134 Grade 5 & 9,735 teachers for ECD A to Grade 4 for mop-up training)
	Teaching and Learning Resources	Textbook procurement for grade 4 & 6 cyclone affected schools and science kits for 4500 schools Syllabi for 12 indigenous languages finalised
	School Health	Dissemination of SHP and 2000 first aid kits
	Learning assessment	2019 ZELA Survey administered
	DRR	WASH program to 15 districts Procurement of Education in Emergencies (EiE) materials
System Strengthening	**Strategic Planning**	Development and review of 10 POPs and 72 DOPs supported JSR to be scheduled in January 2020; ESPR underway
	Data Systems	2019 EMIS data collection/cleaning completed; 2019 EMIS national report drafted and released
	Research and Evaluation	Equipment and furniture provided to CERID Consultant for CERID capacity building engaged;
	Policy Development	Early Learning Policy developed
	Monitoring Programmes	3 JMV conducted; 5,245 visits by Schools Inspectors (Jan-October)

Output	Programme	Achievement
	Communication	New MoPSE's website finalized and uploaded with the new design/updated contents; C4D Capacity Building

CAMFED

Girls' education is partly guided by the overall principles of the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, the Education Amendment Act (2020), the National Policy on Gender, and the Orphan Care Policy. The challenges affecting girls' education in sub Saharan Africa in general including SADC, with Zimbabwe being no exception, are multifaceted and prevalent at all levels of girls' lives at school, in the community and at the home. Some factors are cultural and traditional (e.g. negative attitudes towards girls' education/exposure to teenage marriage and early childbearing). Some are economic (e.g. household poverty/household chores and responsibilities). Some others are embedded in the school system and are policy-related (e.g. poor learning environment/poor sanitation/long distances to school). There is need for an holistic approach in dealing with the challenges, because solving the problems at one level alone may not necessarily translate into significant impact.

As a cornerstone of socio-economic development, the expansion of post-primary education can enhance people's productivity, promote technological advances, secure socio-economic progress, foster social cohesion and income distribution, and significantly reduce the risk of child marriage and early childbearing, which also have an impact on lowering fertility rates. According to a recent World Bank study on Investing in Girls' Education in Malawi[141] achieving universal secondary school completion could reduce the total national fertility rate by 1.7 in that country provided that child marriage and early childbearing are ended. Similar rates could be expected for Zimbabwe.

The main reasons for drop-out of girls are often early marriage and pregnancy, poor sanitary facilities and travelling long distance to school. With the strong correlation between educational attainment, child marriage and early childbearing, it is obvious that incentives for girls to remain in secondary school or to go back if they dropped out appear to be among the most effective interventions to reduce the prevalence of child marriage and early childbearing. Furthermore, and also severely influencing school inequalities and contributing to challenges faced by girls, are gender-based violence and social barriers to access Sexual and Reproductive Health and Rights.

Furthermore, access levels to secondary education are still very low compared to regional counterparts, with few opportunities for the poor. Yet, secondary education is regarded as a main contributing factor to poverty reduction and welfare as household heads with secondary education have significantly lower multidimensional poverty than those with only primary or no education. Mothers with completed secondary education not only have fewer children but also have them later and show substantial increases in earnings in adulthood.

[141] World Bank. (November 2018). Special Topic: The Cost of not Investing in Girls. In: Malawi Economic Monitor. Investing in Girls' Education

In partnership with MoPSE, CAMFED implements two FCDO funded projects addressing the multifaceted barriers and equity issues faced by marginalized children in access to education, especially girls and those living with disabilities. These two projects are:

- *Zimbabwe Girls' Secondary Education* (ZGSE) project with a timeframe from 2012 to 2022 is designed to support vulnerable girls and boys (where they are most marginalised), including children living with disabilities in rural areas of Zimbabwe to continue and succeed in secondary school. The programme has aimed to ensure Zimbabwe achieves gender parity in the secondary education cycle and ensuring girls' retention in and completion of secondary school; with consequent wide-ranging social and economic benefits. CAMFED implements the project in 29 districts through partnerships with 1,056 schools providing bursaries to over 40,300 girls and 900 boys to date. In addition to bursaries, ZGSE trains School Based Committees, Parent Support Groups, and Teacher Mentors (TMs), to support the welfare of both boys and girls. It also includes the establishment of a Community Development Committee (CDC) at district level, which has representatives from a wide range of Ministries and stakeholder groups and plays a pivotal role in project delivery, coordination and monitoring, and promotion of child welfare district wide.
- *Girls Education Challenge Transition (GEC-T)* project is funded by FCDO and has three partners: CAMFED, Plan International and World Vision. The project has a timeframe from 2013 to 2021. GECT enables marginalized girls to transition from secondary school to secure and fulfilling livelihoods. This project covers 850 secondary schools in 24 rural districts. It is enabling a critical mass of marginalised girls to transition from secondary school on to a secure and fulfilling livelihood. The intention is that from this position the GECT 'graduates' will lead initiatives that support girls' education within their communities and join forces with district and national authorities to drive sustainable change at scale.[142]

5.4.3 International NGOs' programmes

Plan International

Plan International works in Zimbabwe to tackle the root causes of discrimination against children. Community-driven work supports vulnerable children, especially girls, to confidently assert their rights and influence policymaking at national, regional and international levels. Plan International tries to reach the most marginalized children and operates in the districts of Bulawayo, Chipinge, Chiredzi, Kwekwe, Mutasa, Mutare, Mutoko, Mwenezi and Tsholotsho.

A consortium, led by Plan International, carries out the Supporting Adolescent Girls Education (SAGE) project to improve the learning outcomes of 21,760 adolescent girls who are highly marginalized and out of school. Key areas of programme interventions include:

- Supporting children to learn from pre-school to secondary school age
- Keeping children safe from all forms of abuse so they can participate safely and confidently in society
- Ensuring children grow up in good health
- Supporting young people to gain the skills and knowledge they need to earn a living

[142]CAMFED. (January 2020). Education Sector Performance Report

World Vision

Current programmes of World Vision Zimbabwe (WVZ) focus on improving the well-being of boys and girls in the areas of education, health, WASH, child protection, food security and economic development.

Currently there are 29 Area Development Programs and WVZ works in consortia to implement large projects supported by different multilateral funding agencies. Among them are: ENSURE (Enhancing Nutrition Stepping Up Resilience & Enterprise), IGATE (Improving Girls Access through Transforming Education) and ENTERPRIZE (Ensuring Nutrition Transforming & Empowering Rural Farmers and Promoting Resilience in Zimbabwe).

WVZ is leveraging on its existing partnerships, programmes, running grants and structures in the response to Covid-19. The main focus with regards to education includes mitigating the immediate impact of school closures, particularly for more vulnerable and disadvantaged communities, and to facilitate the continuity of education given the context and under the restrictive circumstances. The FCDO-funded Improving Girls Access through Transforming Education (IGATE) project came up with an initiative to ensure children have access to education during the national lockdown. The project, which has always supported learning camps during school holidays initiated the Holiday Virtual Learning Programme where children receive literacy and numeracy activities via a WhatsApp mobile platform through their parents. Unlike Internet connectivity, statistics in Zimbabwe show that mobile penetration stands at about 86 percent nationwide.

Save the Children

The thrust of Save the Children education programmes is to contribute to improved learning outcomes in the primary school using strategies and evidence gathered in its work with strategic partners and as a key member of the Education Cluster. In response to the recent cholera outbreak, Save the Children implemented WASH - a highly-effective clean water, sanitation and hygiene programme — as well as health and child protection activities in the affected areas.

Higherlife Foundation[143]

The Higherlife Foundation is an international NGO that invests in human capital targeting education, health, skills, knowledge, and resilience of communities to drive sustainable growth and poverty reduction. It invests in 20,000 learners annually and has supported more than 350,000 learners through OVC and merit-based scholarships in the last 24 years in Zimbabwe.

Through its girl's empowerment programmes it seeks to empower the girl-child. Higherlife programmes aim to promote gender equality and champion inclusive societies where girls are empowered to fully participate and make meaningful contributions to their families, communities and nations.

Addressing obstacles that prevent girls from attending primary and secondary education, Higherlife raises awareness against early marriage and teenage pregnancy as significant factors limiting the girl child's potential and undermining the rights to education. The interventions supported by Higherlife are aimed at shifting societal attitudes and behaviours towards gender equality with the focus of putting girls at the centre to become educated, healthy, confident, problem solvers, who are safer and

[143] The summary of interventions implemented by the Higherlife Foundation in Zimbabwe has been accessed from the website of the foundation: www.higherlifefoundation.com

economically empowered. The current programmes are a contribution towards higher survival rates for girls to complete the basic education cycles and focus on:

- Equitable access to education via scholarships
- STEM education promotion
- Grassroots collaboration on sexual and reproductive health
- Social, digital and financial inclusion
- Mentorship, internships and industry linkages

FAWEZI

FAWEZI works with communities, schools, civil society, non-governmental organizations and ministries to achieve gender equity and equality in education through targeted programmes. In particular FAWEZI was involved in the implementation of the following activities in support of girls' education and more equitable access to education:

- Non-Formal Education - FAWEZI conducted advocacy to unpack policies and raise awareness in selected communities. A re-entry programme was set up targeting girls who fall pregnant whilst in school. FAWEZI has been supporting girls who dropped out of school due to pregnancy and other challenges to enrol in Non-Formal Education
- Bursary Support for Girls at Risk of Dropping Out - a comprehensive bursary support scheme provides fees, levies and exams fees, psychosocial support and empowerment programmes to vulnerable girls at risk of failing to complete their full cycle of education
- Sexual and Reproductive Health Rights) -working with MoPSE district offices, FAWEZI supported training sessions for Guidance and Counselling teachers on a number of topics including child safeguarding. They also conducted campaigns and dialogues in surrounding communities in addressing issues of abuse and SRHR
- Gender-Responsive Pedagogy - FAWEZI trained teachers from selected schools in gender responsive pedagogy. The objective is to empower teachers to be more gender aware and equips them with the skills to understand and address the specific learning needs of both sexes. This includes advocating for gender responsive physical, academic and social learning environment. The broad topics of the training programme include gender responsive classroom set-up, strategies for overcrowded classrooms, gender responsive language use, gender responsive lesson planning and gender responsive teaching and learning materials among others
- Gender Responsive Education Sector Planning - FAWEZI was been conducting activities to advocate for a Gender Responsive Education Sector Plan (GRESP). After being trained on the UNGEI-GPE *Guidance for Developing Gender-Responsive Education Sector Plans*, FAWEZI has supported Civil Society Organisations working in gender and education in understanding GRESP and how it relates to their work. A feedback session with FAWEZI and ECOZI was also conducted to strengthen the capacity and commitment of MoPSE staff and members of the ECG to more effectively integrate gender throughout the education sector analysis process in order to contribute to equitable and inclusive ESSPs in Zimbabwe

5.5 Summary of Key Points

The analyses presented in this chapter show that the situation concerning access to, equity and quality of education service delivery remains challenging and reveals considerable provincial and district disparities. Some key points that have been identified include:

- Government has maintained its growth with equity focus and stepped up efforts to develop rural schools as denoted in its Infrastructure Investment Plan for 2019
- GPI has remained largely in favour of female learners, indicating the need to re-examine balancing current interventions on girls' education with support for boys' education in affected areas
- ZELA shows significant improvement between 2012 and 2018 in standardized tests in grade 3 in both English and Mathematics in registered and satellite schools
- Noting the challenges of automatic promotion, MoPSE introduced the Remedial Programme in order to mainstream the provision of remedial tuition support for learners at the middle of primary school reducing the number of learners seeking to repeat at any grade
- Based on EMIS 2019 the projected number of the school age populations (3-18 years old) stood at 5,657,412 while the number enrolled in school (ECD to upper secondary) was 4,566,786. The difference between the school age population and those enrolled in school leads to the proxy indicator for out of school children to be 1,090,626, representing 19.28 percent of the school age population
- There is a need to review the training content for special educational needs aligned to the competency-based curriculum as well as the deployment of special education teachers
- BEAM was found to be very relevant as parents and communities indicated that BEAM had improved access to education for OVC and in particular the girl child and to a lesser extent for learners with special educational needs. BEAM's most important contribution has been on enrolment and completion rates although there are no specific statistical reports available
- Disparities in Zimbabwe exist in terms of provision of quality education based on location (provinces, districts and the urban-rural divide) and wealth quintile (the rich vs the poor)
- Issues with the setting of the original ESSP targets, some of those will not be met, and the incomplete indicators without baselines and targets
- PTRs and PCRs continue to be above the recommended ratios for all levels of schooling. There is disparity in the PTRs and PCRs between provinces and between school grant classes.
- The calculated PTRs do not represent the actual PTRs in the classrooms
- Growth in the number of schools at all levels, reflected by between 5 percent and 19 percent additional schools constructed between 2013 and 2017
- There is a current need as of 2019 for a further 38,131 classrooms to be constructed in existing schools and 56,063 teachers' houses. Crude estimates indicated that 1561 new primary schools and 3015 new secondary schools will be needed. The need for more schools is more pressing in urban areas, but rural areas are in need for more secondary schools if equitable access to secondary education is to be achieved
- All infrastructure aspects need to be addressed in the ESSP for 2020. Minimum Functionality Standards with regard to Sanitation and Hygiene and WASH Facilities need to match the current learner population in schools. Thorough planning and projection of future trends must

always be factored in for the purpose of addressing adequacy issues in all schools across the provinces

- There are emerging issues with the rising number of learners in unregistered schools
- Structurally the public expenditure on education is not particularly equitable with a Gini coefficient of 0.6, and more resources going to higher levels of schooling
- Socially the distribution of public funds in education favours girls over boys when correct age for grade is taken into account and boys over girls when total enrolment by grade is considered
- The social distribution favours rural learners in infant and junior school levels but highly favours urban learners at upper levels, whether considered by correct age or total enrolment.
- There appears to be a positive correlation between schools with poor infrastructure and poor learning outcomes
- Access to secondary education remains limited for many Zimbabweans but the poor suffer from lowest enrolment rates of all. A programme to expand access to secondary education by the poor should, therefore, be considered. In rural areas, access to education was worse than in urban areas and some of the implicit subsidies in the education system flow disproportionately to urban areas. Although students in rural primary schools were exempted from paying tuition fees, children were constrained by other factors, as they tended to enrol late and drop out of school early
- According to 2017 National Statistical Report, 21.10 percent learners in the school age population (3-18 years) were not in school (EMIS 2019 reports 19.28 percent), which reveals serious issues with participation in education

5.6 Recommendations

Following are recommendations deriving from the analyses carried out in this chapter with regard to improving access to, equity and quality of education service delivery:

- MoPSE should conduct equity assessment on a bi-annual basis to determine groups of learners, locations, and schools that are lagging behind
- Strengthening the enforcement of the enrolment of children into ECD. The GER of 57.24 percent is low and in some provinces like Harare, Matabeleland North and Matabeleland South the levels are worrisome. Research is needed to investigate the reasons for this trend and what subsequent interventions should be put in place
- ESSP targets for NER at ECD A and ECD B have not been met although revised and lowered in 2018. It is recommended to investigate the reasons behind stagnating enrolment rates at infant classes
- Significant resources are required to fully operationalise the School Health Policy through the development of a school health strategy and a costed five-year implementation plan to inform necessary resource mobilisation
- The Remedial Programme needs to be strengthened with dedicated staff to support early identification and intervention support at the infant level, clinical remediation in junior grades, and coping strategies for the struggling learners at secondary education level
- Measures should be taken to maintain and increase grade 7 pass rates to improve the quality of education outcomes
- There is a need to re-examine the GPI and the reasons for it being in favour of girls

- There should be a comprehensive disability audit of infrastructure at all primary and secondary schools to determine existing needs for implementing inclusive education
- There is great need to have an update of the school mapping exercise to assess the need for new schools. It is also recommended that thorough planning and research is done before the next five-year programme of action is rolled out
- Improvement of schools' infrastructure is an imperative especially classrooms as PCRs are above the recommended levels
- There is need to furnish schools with the requisite furniture so that there are no learners without seating or writing places
- Ensure that BEAM payments do not run into arrears, to avoid further strains on poor schools and communities
- Measures should be taken to deal with the challenge of school dropouts at primary school level, especially absconding. While BEAM is catering for the disadvantaged its reach should be widened so that pupils that drop out of school due to financial challenges decrease
- Attempt to reduce education costs for households, especially in rural areas and in secondary schools (one way could be through the gradual implementation of the recommendations from the recently completed School Financing Policy which recommends a phased approach to fully state funded basic education by 2030)
- At secondary school level, the proportion of females generally decreases with form, reflecting the gender disparities in favour of males at higher levels of education. Government needs to consider removing barriers to females accessing secondary education that include financial constraints and early marriages
- Issues with unregistered schools need to be investigated and addressed. Research should be carried out on reasons for the increase in unregistered schools at all levels and potential issues faced by learners with regard to safe school environment and education service delivery
- Routine health screening should be introduced at certain stages of the education cycles which would lead to early detection and unmasking of some of the cases, leading to immediate responses towards either treatment or other mitigation measures
- Taking note of the high numbers of out of school children, it is recommended to conduct an in-depths study on barriers to education and the reasons why children are not attending school. This study should also establish the exact number of children being out of school for every age group and gender aggravated

6. Curriculum and Assessment

6.1 Introduction

A curriculum review was started in late 2014 for ECD through to the last year of secondary school; it was participatory, involving hundreds of thousands of people, and completed in 2015. Every curriculum review and implementation of a new curriculum presents new opportunities and challenges. This chapter discusses the new curriculum and its implementation to date and approaches to learners' assessments for the new curriculum.

6.2 Mediums of instruction

The Constitution of Zimbabwe, Article 6 (4), specifies that the State must create conditions for the development of official languages, including sign language. Inclusion of sign language as an official language is clear testimony that there must be provision in all sectors to ensure that disabled learners are catered for. The Education Amendment Act (2020) is empowered by this section of the Constitution and therefore states: "Every person has the right not to be treated in an unfairly discriminatory manner on grounds such as their nationality, race, colour, tribe, place of birth, ethnic or social origin, language…". In line with this Constitutional mandate, Section 6 Subsection (1), the following are officially recognised languages of Zimbabwe: Chewa, Chibarwe, English, Kalanga, Koisan, Nambya, Ndau, Ndebele, Shangani, Shona, sign language, Sotho, Tonga, Tswana, Venda and Xhosa.

The draft discussion paper for a proposed Languages Bill[144]argues that if the Constitution is to be interpreted using the values of multiculturalism, inclusive linguistic diversity, equality, human dignity and the obligation to take into account international law and all the treaties and conventions to which Zimbabwe is a party, it would place an obligation on Zimbabwe to use all the 16 officially recognised languages. It further argues that such an interpretation is in line with the Constitution insofar that it affords everyone the right to use the language of their choice. The aforementioned draft discussion paper also argues that practical considerations need to be taken into account to determine which languages are used, when and where, since for practical reasons it would be impossible to use all 16 languages in government business in all 10 provinces. Practical constraints are mainly twofold i.e. firstly, some of the 16 languages (e.g. Koisan, Nambya, Sign Language, Chibarwe) are not developed enough to be used for government purposes, and secondly there is a huge financial cost associated with using all 16 recognised languages as the languages of record in all 10 provinces including the cost of translation of all official records.

The Languages Bill discussion paper further points out that the Constitution does not provide for equal treatment of official languages in terms of use. Instead, it provides for equitable treatment of official languages. The Bill argues that equitable treatment is different from equal treatment of language and that an interpretation of equitable treatment is treating all official languages in a just and fair manner in the circumstances. It concludes that these circumstances will include language preferences of people affected by governmental measures or communication.

[144]Ministry of Primary and Secondary Education. (undated). Draft Discussion Paper on the Proposed Languages Bill and Related Legislation

In making a distinction between equitable and equal treatment, the Languages Bill appears to pave the way for selection of certain languages for official business and exclusion of others, which has implications for language teaching in schools including mother tongue.

6.2.1 Languages in schools

While the country has 16 official languages, three of them are the most spoken within the population i.e. English, Shona and Ndebele. MoPSE commits that all 16 official languages will be respected in the delivery of services to learners. Recently, posts for schools inspectors at secondary level were approved by the Public Service Commission[145] (PSC). Part XII of the 2020 Education Amendment Act further states that the three main languages (English, Shona and Ndebele) of Zimbabwe must be taught in all schools from the first grade as follows, Shona and English, where the majority of the populace is Shona speaking, and Ndebele and English where the mother tongue of majority the populace is Ndebele. From fourth grade to sixth form, English will be used as the medium of instruction provided that Shona and Ndebele are also taught on an equal time basis as English. However, MoPSE must fully operationalise the inclusion of sign language as it is currently only being offered by specialist schools.

During the curriculum review process, participants were asked their preference of teaching language at infant and other levels. These results are presented in the graph below. At infant level, there was an overwhelming preference for the use of the indigenous language (42 percent) followed by English (30 percent). After the infant level, there is a preference for teaching to be in English (63 percent). During the formative evaluation of the curriculum implementation in 2017, it was found that there are challenges in implementation with respect to indigenous languages because the syllabi were in English, reference materials were needed to assist teaching, and also that Heritage Studies should be combined with the teaching of indigenous language.

The IGATE-T baseline report identified that girls struggle most for the subtasks on which learners were tested which are directly related to their understanding of the language of instruction.[146] Many parents expressed concern that teachers have a different first language to their students which prevents them from teaching in a language that students are familiar with. More than five percent of learners in the CAMFED baseline report indicated that they have difficulties with the language of instruction.[147] Further information on this is given in the In Depth Study.[148]

[145]Ministry of Primary and Secondary Education. (20 April 2020). Re: Establishment Control: Review of the Ministry Structure: Ministry of Primary and Secondary Education

[146] Limestone Analytics. (2018) GEC-T Zimbabwe. IGATE-T Baseline Report

[147] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report

[148] Cadena (2020) In-Depth Study on Barriers to Education in Zimbabwe. Draft

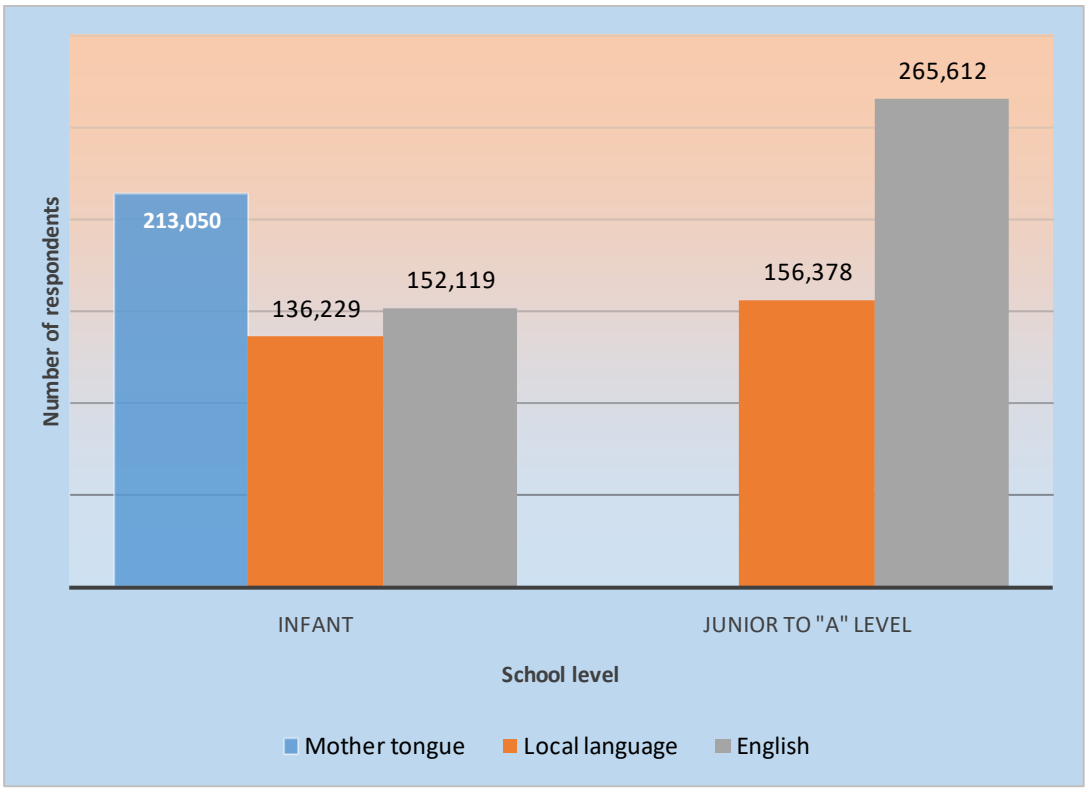

Figure 6.1 Preferred languages by level of instruction (Source: Curriculum Narrative Report, 2015)

6.3 Relevance of the curriculum

The ESA Methodological Guidelines, Volume II[149] states:

> "A good curriculum that enables learning with a view to employability needs to strike the difficult balance between theoretical and academic learning and practical skills and competence development. An important determinant of the appropriateness of curricula for the labour market is in this context the involvement of employers in the curriculum development process." (page 229)

The aim of the new curriculum follows this guide. It aims to equip learners with relevant knowledge, attitudes and skills that will allow them to succeed in life in their current environment. The aims of the new curriculum are as follows[150]:

1. Promote and cherish the Zimbabwean identity
2. Prepare learners for life and work in a largely agro-based economy and an increasingly globalised and competitive environment
3. Foster lifelong learning in line with the opportunities and challenges of the knowledge society
4. Prepare learners for participatory citizenship, peace and sustainable development

The new curriculum was developed after an extensive consultation process with the public and relevant stakeholders, including employers and tertiary institutions. It is planned that it will be reviewed every seven years.

[149]UNESCO-IIEP; UNICEF; the World Bank; the Global Partnership for Education. (2014). Education Sector Analysis Methodological Guidelines. Volume II

[150] Ministry of Primary and Secondary Education. (2015). Zimbabwe Curriculum Framework. 2015-2022

6.3.1 21st Century Skills

The most dominant change in the 21st Century is in the field of ICT. The recent Covid-19 pandemic has highlighted that people who have access to and know-how to use technology have been able to continue working from home in certain professions. Education plays an important part in preparing learners to function in a global environment with a highly mobilised and technology-dominated society. Thus, learners need to develop skills during their education which address these needs. The new curriculum highlighted the need for ICT skills and higher order thinking skills and competencies to be imparted to learners. These competencies include the competencies to collaborate, work in teams, teach others, negotiate, and acquire, interpret and evaluate data to solve problems. However, it is important to remember that curricula should still include basic skills, such as literacy and numeracy[151].

6.3.2 STEAM

The curriculum framework was informed by UNESCO's four pillars of Education[152], namely, learning to know, learning to do, learning to live together, and learning to be. The framework focuses primarily on STEAM. These Learning Areas help learners to develop vital skills in critical thinking and problem solving, which are useful in fields which they may pursue later in life. However, history, languages and humanities are important for communication, cultural enrichment and building a sense of identity and belonging.

Since the inception of the new curriculum, MoPSE has made concerted efforts in encouraging the uptake by learners of STEAM Learning Areas in schools. Schools were encouraged to prioritise construction of specialist rooms such as laboratories for effective teaching and learning of STEAM disciplines. Integrated Science was replaced with a more practical oriented Combined Science at "O" Level. The science and technology Learning Area was introduced at primary school level. Heritage Studies, and foreign languages, Sciences and Mathematics were introduced at secondary school level as cross-cutting Learning Areas (*Secretary's Circular 2 of 2017).* The GoZ, through MoPSE and development partners, has provided relevant text books for the new curriculum. In 2016, MoHTEISTD added impetus to STEAM by paying levies and tuition fees through Zimbabwe Manpower Development Fund (ZIMDEF) for lower sixth learners who would pursue the STEAM pathway. This stimulated the uptake of STEM at the lower secondary level as can be seen by the increase in the number of candidates from 2018 to 2019 (see the table below). The first public examinations in these STEAM Learning Areas were undertaken in late 2018.

[151]Allen, A., van der Velden, R. (2012). Skills for the 21st century: Implications for education. Research Centre for Education and the Labour Market. ROA Research Memorandum https://www.researchgate.net/publication/254405698

[152]International Commission on Education for the Twenty-first Century. (1996). Learning: the treasure within; report to UNESCO of the International Commission on Education for the Twenty-first Century. https://unesdoc.unesco.org/ark:/48223/pf0000109590

Table 6.1 Results in the "O" Level STEAM examinations in 2018 and 2019 (Source: ZIMSEC, 2018[153] and 2019[154])

STEAM Subject	2018		2019	
	Number of candidates	Pass rate	Number of candidates	Pass rate
Biology	14,127	49.51%	25,621	55.11%
Chemistry	15,104	63.76%	15,693	71.66%
Combined Science	138,871	31.19%	168,890	30.70%
English language	159,829	30.38%	188,479	45.21%
Heritage studies	60,871	51.82%	63,878	51.34%
History	72,589	50.29%	103,642	52.79%
Mathematics	130,787	20.37%	151,120	19.23%
Physics	14,127	49.51%	14,507	73.32%

For all the STEAM subjects for Advanced Level (A Level) reported in the table below, it can be seen that the number of candidates increased, except for Chemistry. The pass rates improved from 2018 to 2019 except for the pass rates in Biology and Physics.

Table 6.2 Results in the "A" Level STEAM examinations in 2018 and 2019 (Source: ZIMSEC, 2019[155])

STEAM Subject	2018		2019	
	Number of candidates	Pass rate	Number of candidates	Pass rate
Biology	4,308	85.45%	4,424	83.91%
Chemistry	6,291	66.98%	6,057	68.07%
History	13,884	96.81%	15,245	98.47%
Mechanical Mathematics	167	86.23%	302	92.72%
Pure Mathematics	11,375	75.76%	13,144	78.07%
Physics	2,786	78.00%	4,188	62.99%

To facilitate effective STEAM teaching in primary schools, MoPSE procured and distributed 12,600 primary schools science kits to 5,441 primary schools in 2019. However, in the quest to encourage the teaching and learning of STEAM in all schools, a number of challenges have manifested. Major among these were resource constraints, including human, financial and material. The shortage of trained science teachers, particularly at secondary school level, inadequate specialist rooms for STEAM Learning Areas, appropriate equipment, as well as the unavailability of the relevant literature have become evident.

6.3.3 Formal and informal labour market requirements

According to the 2019 Labour Force and Child Labour survey[156], of the employed population, 32 percent are in the formal sector while the informal sector and household sectors held equal proportions of 34 percent. Around 2.2 million of the employed population were in informal

[153] ZIMSEC. (2019). An Analysis of the November Ordinary Level Examination Results
[154] ZIMSEC. (2019). An Analysis of the November Ordinary Level Examination Results
[155] ZIMSEC. (2020). November 2019 Advanced Level Examination Results Analysis
[156] Zimbabwe National Statistics Agency. (2019). Labour Force and Child Labour Survey

employment. Of workers in the informal sector, the largest number is in the retail, and repair of motor vehicles followed by mining, quarrying and manufacturing.

The National Skills Audit (2018) identified a national deficit in skilled professionals, particularly in engineering, sciences, technology and agricultural sciences. The most fundamental skills for learners, especially in the 21st century are problem solving, creativity and imagination, collaboration and teamwork, and critical thinking[157]. Whether self-employed or employed, it is imperative to be able to solve problems. Problem solving is inter-twined with critical thinking. The labour markets are, albeit at a slow pace, favouring entrepreneurs rather than job-seekers[158]. The current competence-based curriculum aims for learners to be job-creators and not job-seekers. It can be argued that given the nature of the curriculum, future formal and informal labour market requirements will be met to an extent.

Table 6.3 Natural and Applied Science Skills Availability in Zimbabwe (Source: 2018 National Critical Skills Audit Report)

Natural and Applied Sciences	Ideal (By OECD level)	Zimbabwe Output	Surplus/ Deficit	% Availability	% Surplus/ Deficit
Biological and related sciences	5,311	50	-5.261	0.94%	-99.06%
Physical Sciences	6,898	5	-6,893	0.07%	-99.93%
Biochemistry	1,396	25	-1,371	1.79%	-98.21%
Physics	2,004	15	-1,989	0.75%	-99.25%
Mathematics	1,018	111	-907	10.90%	-89.10%
Natural Sciences and other Sciences	26,487	550	-25,937	2.08%	-97.92%
Computer Science and Statistics	481	400	-81	83.10%	-16.90%
Earth Sciences	1,187	130	-1,057	10.95%	-89.05%
Chemistry	1,198	135	-1,0.63	11.27%	-88.73%
TOTAL	45,980	1,421	-44,559	3.09%	-96.91%

Over half of the population is over 15 years old (57 percent). Of this population, 43 percent is in the labour force (3,463,512 people) and 57 percent is outside the labour force (4,638,003 people)[159] - see the following figure. For the economically active population, 38 percent were studying or training, 41 percent were engaged in household or family responsibilities, 11 percent were farming or fishing to produce food for the family, seven percent were retired and two percent were engaged in other activities. Of those employed, 53.9 percent were in urban areas and 46.1 percent were in rural areas. Almost half (45 percent) of the youth aged 15-24 years old were not in employment and 47 percent of the youth aged 15-35 years old were not in employment. A third (34 percent) of those employed are in the informal sector. These figures indicate that there are issues with the products of the education system and their employability.

[157]Envision (2020) 13 Essential 21st Century Skills for Todays Student https://www.envisionexperience.com/blog/13-essential-21st-century-skills-for-todays-students
[158]Zimbabwe National Statistics Agency. (2019). Labour Force and Child Labour Survey
[159]Zimbabwe National Statistics Agency. (2019). Labour Force and Child Labour Survey

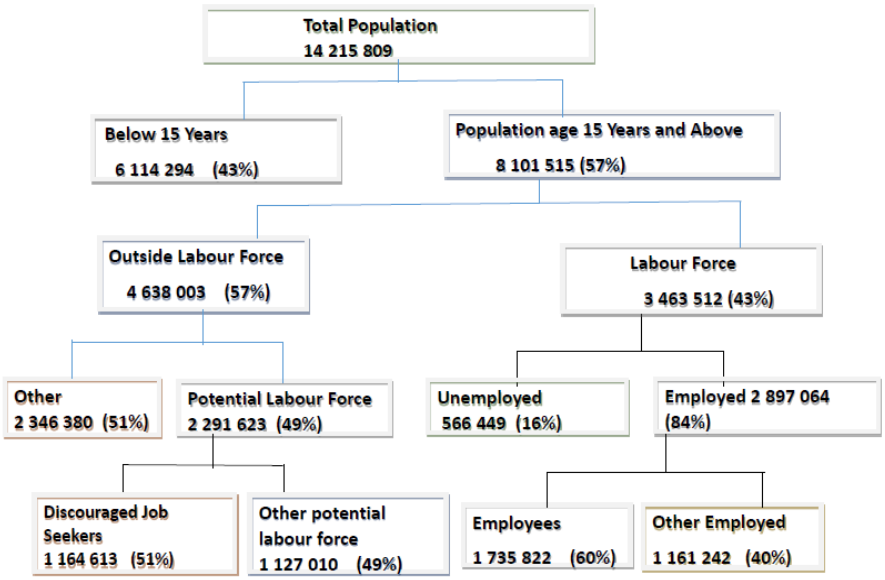

Figure 6.2 Labour Force Framework (Source: ZIMSTAT, 2019)

The largest percentage of employed people (36 percent) were in the production of food (see figure below). This emphasizes the importance of agriculture as a subject in the new curriculum. Agriculture was recently introduced as one of the Grade 7 examination subjects in primary school.

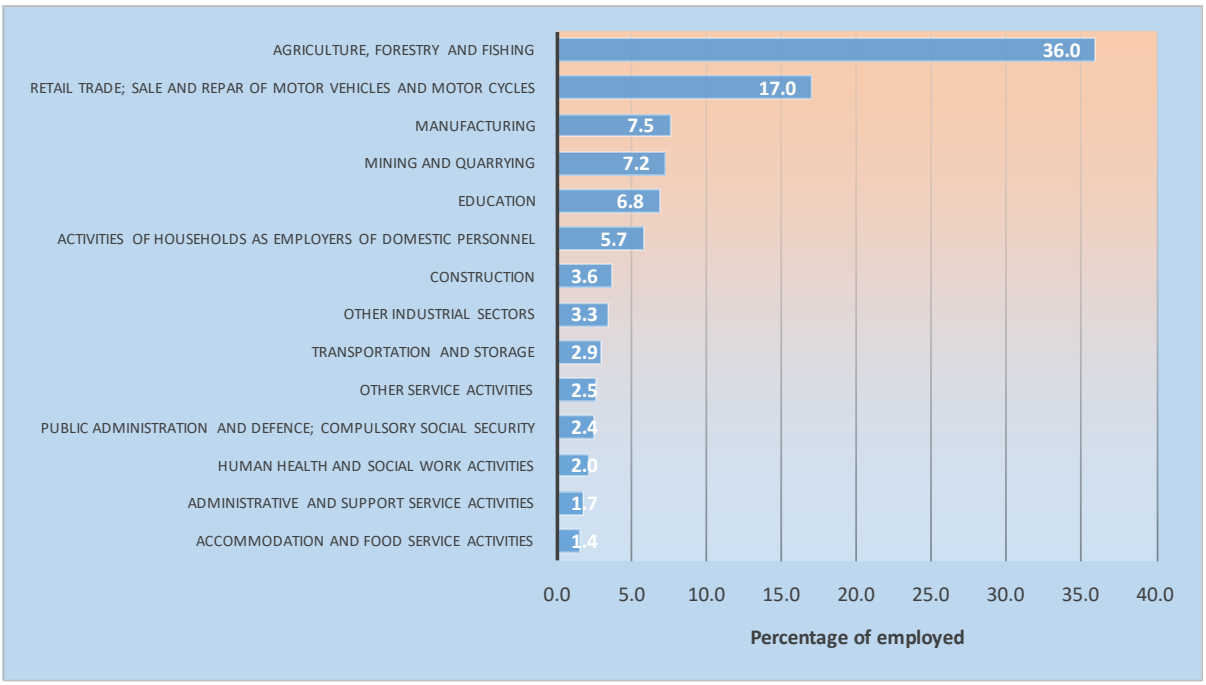

Figure 6.3 Percent distribution of employed persons by industry (Source: ZIMSTAT, 2019)

6.3.4 The Zimbabwe National Qualifications Framework

The Zimbabwe National Qualifying Framework[160] (ZNQF) was launched in 2018. It has been developed to ensure a standardisation of similar programmes across institutions at all levels of education. The

[160]Ministry of Higher and Tertiary Education, Science and Technology Development (2018).The Zimbabwe National Qualification Framework

ZNQF will allow the comparability of qualifications across the Southern African Development Community (SADC) region. The ZNQF is meant to relate to the SADC and Common Market for Eastern and Southern Africa (COMESA) Mutual Recognition Agreements for professional qualifications. The ZNQF is shown in Appendix 6.1. It provides a mechanism that relates basic, tertiary and higher education frameworks to each other to allow the recognition of prior learning and mobility of graduates both vertically and horizontally. It aims to increase the "coherance between education output and the needs of the labour market.[161]"

The ZNFQ was launched after the Curriculum was adopted and relates the different components of the education system to each other. The National Alignment Committee, which has been formed to implement the ZNFQ, is an umbrella committee for the three regulatory bodies of education which will facilitate this standardisation of framework. The three regulatory bodies of education are:

- Zimbabwe Schools Examination Council (ZIMSEC)
- Higher Education Examinations Council
- Zimbabwe Council for Higher Education

ZIMSEC is responsible for the system of examinations for primary and secondary education. HEXCO is responsible for TVET institution registration, curricula and examinations. ZIMCHE is responsible for advising the Minister of MoHTEISTD on higher education and quality assurance in higher education.

6.3.5 Main aspects of the 2018 formative evaluation of the Competence-Based Curriculum

A formative evaluation of the implementation of the new curriculum was carried out in 2017 and presented in 2018. The purpose of this evaluation was to identify the strengths and growth areas in terms of knowledge, skills and resources to ensure increased effectiveness in the implementation of the new curriculum. The Evaluation Committee, which consisted of MoPSE representatives, consulted widely involving key stakeholders including school administrators, teachers, learners and parents. The Evaluation Committee concluded that the new curriculum is widely embraced as it addresses the needs of a wide range of learners and their talents. The recommendations made covered a wide range of areas including the need for a communication strategy, challenges due to resource constraints, the need to review policies and strategies for more effective implementation, the need for the institutions training teachers to train on the new Curriculum, and the need for in-service training.

6.3.6 Benefits and challenges of the Competence-Based Curriculum model

The Competence-Based Curriculum (CBC) brought with it a number of benefits to the education system, chief among them are[162]:

- The new curriculum provides a wider curriculum from which learners can select preferred pathways

[161]Ministry of Higher and Tertiary Education, Science and Technology Development (2018).The Zimbabwe National Qualification Framework

[162]Ministry of Primary and Secondary Education. (2018). Curriculum Framework 2015-2022 Implementation Formative Evaluation Report

- It promotes hands-on approaches which are anchored on learner centred activities. It encourages innovations and entrepreneurship skills
- It moulds learners in terms of Unhu/Ubuntu/Vumunhu and restores appreciation of heritage
- It employs pupil-centred approaches including discovery methods in the teaching and learning processes which encourage problem solving, promotes critical thinking, innovativeness, self-reliance, leadership and develops confidence in learners through active learning in real life situations
- It enables talent identification and exposure, as it taps hidden talent in learners. It caters for individual abilities, flairs and talents
- It fosters teamwork thereby empowering learners with knowledge and skills needed for the survival, job creation and entrepreneurship
- The new curriculum promotes active learning through Continuous Assessment (CA) combined with Summative Assessment (SA) providing a more accurate, comprehensive and holistic way of assessing learners
- The new curriculum brings in a serious research component which is very vital in any learner's life
- It addresses the need for employment creation rather than employment seeking

From the time of its inception, the CBC has been marred by a number of challenges, some of these include[163]:

- Insufficiently capacitated teachers and unavailability of learner and teacher resource materials and other specialist facilities and equipment
- Shortage of specialized and skilled teachers for practical subjects
- Poor or non-existent network connectivity in some schools
- Some of the syllabuses are considered too broad and complex (high-pitched for the respective grade or level).
- No clear guidelines on implementation of continuous assessment and Learner Profiling.
- High Teacher – Pupil Ratio, averaging 1:60.
- Private publishers not keeping up with the demand for new text books for the new curriculum
- Under-staffing in TLM evaluation section of MoPSE leading to delays in book approvals
- Existing policies are in conflict with dictates of the new Curriculum; there is a need for alignment
- The configuration of cross-cutting learning areas and electives need reviewing.
- A constricted financial resource base

The holistic assessment of learners in the CBC is envisaged to be done through a hybrid of assessment modes among them SA, profiling and summative examinations. The current assessment framework offered by the Zimbabwe School Examination Council does not cater for CA, which a key component in the comprehensive assessment of learners under the CBC model.

[163]Ministry of Primary and Secondary Education. (2018). Curriculum Framework 2015-2022 Implementation Formative Evaluation Report

6.3.7 Impacts of the Competence-Based Curriculum model

During the formative evaluation of the implementation of the new curriculum, respondents were asked if they felt that there had been any benefits derived from its implementation. It was felt that the wider curriculum allows learners to select preferred pathways with a practical approach which is anchored in learner centred activities. The resulting learner will have life skills, is patriotic, is prepared for industry, is self-reliant and cherishes their Zimbabwean identity[164].

Learners have been examined in the new syllabus at Zimbabwe Early Learning Assessment (ZELA) (Grade 2 skills), Form 4 and Form 6 levels since 2018. The table below presents the trend in results before and after the examinations in the new curriculum. There were increases in all examination pass rates from 2017 to 2018. In 2017 there was a sharp increase in candidates at "O" Level and "A" Level as learners did the examinations in the old syllabus for the last time, and then there was a drop in the number of candidates the following year as the first examinations were written in the new Curriculum. There has been a sharp drop in the ZELA results in 2019. This may be due to the change in the time that the ZELA is administered to the end of the Grade 2 year instead of the beginning of the Grade 3 year.

Table 6.4 Trend in public examinations before and after the implementation of the new Curriculum (Source: ZELA reports and EMIS)

Examination/Indicator	2015	2016	2017	2018	2019
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - Maths (ZELA)	66%	65.4%	55.5%	72.2%	60.0%
Percentage of pupils achieving at or above grade-appropriate level after completing grade 2 - English (ZELA)	53%	71.4%	68.4%	76.4%	61.1%
"O" Level Pass Rate	27.86%	29.98%	28.71%	32.80%	33.9%
Total candidates "O" Level	154,440	152,458	160,610	148,012	175,503
"A" Level Pass Rate	87.59%	84.56%	82.48%	84.7%	86.8%
Total candidates "A" Level	31,946	32,143	46,749	39,811	41,810

6.4 Teaching and learning resources

The successful implementation of the CBC, to a greater extent, is hinged on the timely provision of adequate and appropriate teaching and learning resources both material and human. Capacitated teachers to effectively impart powerful lessons in well-resourced class rooms is imperative to realise quality learning outcomes.

Field visits by the TAT in February 2020 with MoPSE and UNICEF staff, albeit to a small number of schools that were not necessarily representative, indicated that teaching and learning resources were invariably rudimentary and often absent. Chalkboards and chalk appeared to be the main resources with few, if any, textbooks and learners' exercise books. In one school, textbooks funded through the Education Development Fund as a School Improvement Grant had remained in boxes for months in

[164]Ministry of Primary and Secondary Education. (2015). Zimbabwe Curriculum Framework. 2015-2022

the school's storeroom and had not been distributed to learners or teachers. Without adequate teaching and learning resources being available to teachers and learners, the benefits of the new curriculum will not be realised.

Essential teaching and learning materials like syllabi, text books, audio visual aids, teachers' guides, handbooks, manuals, decent learning space and adequately equipped specialist rooms are a prerequisite if success is to be realised. Equipment and consumables for laboratories, and technical and vocational departments, as well as ICT gadgets and connectivity are imperative. In the following section an analysis of the provision of material resources during the period under review is made.

6.4.1 Appropriate textbooks

The Curriculum Development and Technical Services (CDTS) has been responsible for overseeing the production of textbooks and other teaching and learning materials for all the Learning Areas. Syllabi for most Learning Areas have been availed as hard or soft copies or both to all provinces, districts and schools around the country for use by schools.

In the period under review, textbooks have been produced for most of the Learning Areas in both primary and secondary schools. However, there still exists a huge gap in the publishing of learning materials related to Visual and Performing Arts for both primary and secondary schools. Publishers have not been able to keep up with the demand for new curriculum text books. Delays in textbook approvals as a result of under staffing in CDTS of MoPSE has compounded the problem.

There was need for the Ministry to continuously produce learning area materials with respect to the new Learning Areas which have a lack of textbooks. While it may take time to produce the needed textbooks, the Ministry must continuously develop teachers through provincial, district, cluster and school workshops to narrow the competence gap in syllabi interpretation, teaching, learning and assessment.

Table 6.5 Syllabi and textbooks developed and distributed (2016-2020)

Year	Syllabi Developed		Distribution	
	Primary	Secondary	Primary	Secondary
2016	19	85		
2017			4,383 schools	1,211
2018	Developing G&C syllabi	Reviewing G&C syllabi	4,383 schools	1,211
2019			1,266,711 textbooks	276,562 textbooks
2020	At printing stage			

Textbooks procurement for the new curriculum has been done in phases. In 2017, a total of 5,594 disadvantaged schools (4,383 primary schools and 1,211 secondary schools) received textbooks for ECD A, Grade 1 and 3, and Forms 1 and 3. In 2018, textbooks were procured and distributed for 4,383 primary schools and 1,211 secondary schools for ECD B, Grades 2 and 4, and Forms 2 and 4. In 2019 a total of 1,266,711 primary and 276,562 secondary school textbooks were distributed.

The procurement and distribution of text books and other teaching and learning materials was ongoing for 2020 and beyond. Development of online teaching and learning materials was also in progress to expand learning opportunities for learners beyond the traditional class room as well as to embrace new emerging technologies.

6.4.2 Ratios of textbooks to learners

The numbers of learners per textbook for the new curriculum subjects were calculated using the EMIS data. These results are presented in Appendix 6.2 and the curriculum subjects (Framework) are given in Appendix 6.3. It is seen that there are no subjects where the ratio of learner to textbook is 1 to 1. The Joint Monitoring Visits which are carried out several times a year came to the following conclusions regarding textbooks and teaching and learning material[165]:

- Donated textbooks remain unpacked and are not being used. Follow ups are needed on the textbook distribution
- Schools are implementing the Competence Based Curriculum with limited resources for teaching and learning materials. Textbooks have been received in the primary sector but there is a challenge in the secondary school sector

6.1.1 Computers and information technology

To be able to fully implement the new curriculum a school must have access to ICT. This is going to be more important in the future due to Covid-19. The prerequisite of ICT access is electricity. The use of ICT gadgets and connectivity to the Internet is largely affected by the availability of power sources. The EMIS report[166] (2019) states 40.07 percent of primary schools and 26.64 percent of secondary schools do not have access to electricity. This presents a challenge to the use and access to online teaching and learning materials for these schools. 26.25 percent of primary schools and 42.76 percent of secondary schools have access to the Internet. A total of 920 primary schools, and 691 have no access to the Internet. The graphs below show the percentage of primary and secondary schools without access to electricity, without access to the Internet as of December 2019 in Zimbabwe and the learner to computer ratio in schools which have electricity. It can be seen that for schools which have computers, there are huge disparities between provinces in the learner to computer ratios.

To support the implementation of ICT at all levels of MoPSE and in schools, an ICT Policy for 2019-2023[167] was launched in July 2019. This policy was developed to lead to the effective use of ICT in teaching and learning, decision making, and management and administration of the primary and secondary education sector.

[165]Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 3, October, 2019. (unpublished monitoring report); Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 2, July, 2019. (unpublished monitoring report); Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 1, May 14-15, 2019. (unpublished monitoring report)

[166]Ministry of Primary and Secondary Education. (2016, 2017, 2018, 2019). Annual Statistical Report

[167]Ministry of Primary and Secondary Education. (2020). ICT Policy for Primary and Secondary Education 2019-2023

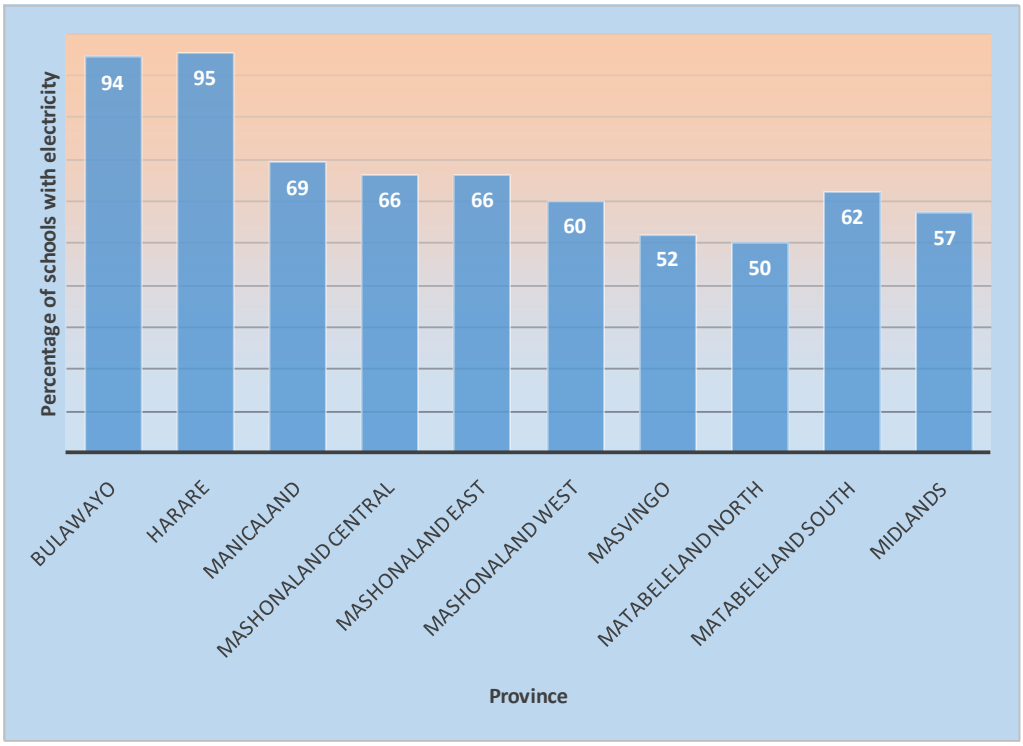

Figure 6.4 Percentage of schools with access to electricity in 2019 (Source: EMIS, 2019)

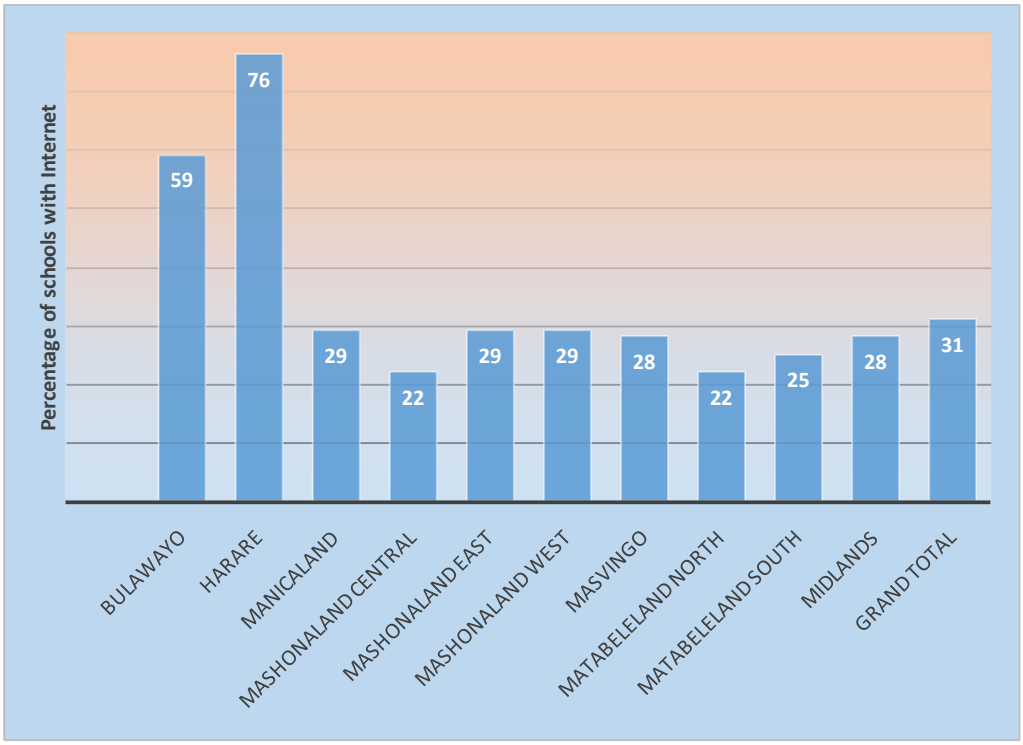

Figure 6.5 Percentage of schools with access to the Internet in 2019 (Source: EMIS, 2019)

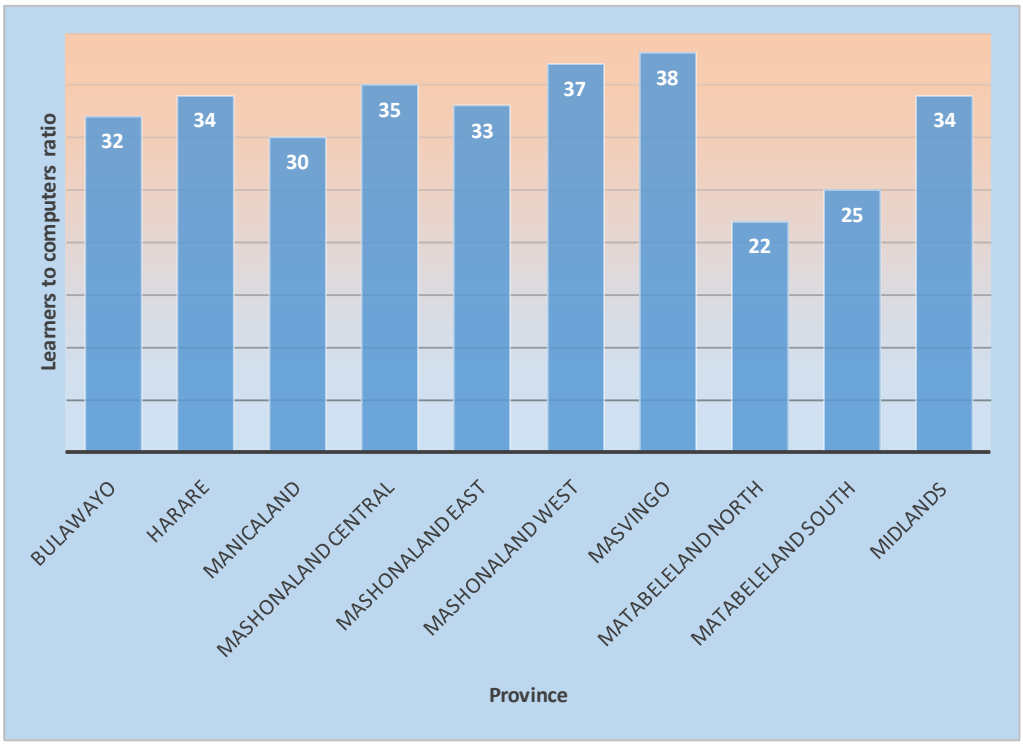

Figure 6.6 Learner to computer ratio in schools with computers in 2019 (Source: EMIS, 2019)

6.1.2 Provisions for special education needs

The new curriculum is designed to be inclusive of all learners and their needs. This includes the gifted, talented and creative (GTC) learners. GTC learners tend to be overlooked, especially in situations where the Pupil to Teacher Ratios (PTRs) are high and resources are limited. The Practical Inclusive Education Handbook for Primary and Secondary Schools[168] gives guidelines on how these learners can be included through learner profiling, continuous assessment, and different curriculum pathways and programmes. Practical options on how to cater for these learners are presented in the handbook.

6.1.3 Non-formal education and the curriculum

The recent 2019 Multiple Indicator Cluster Survey[169] study gave the out-of-school rates for school-aged children as 5 percent for primary school, 24 percent for lower secondary and 70 percent for upper secondary. The literacy rates for adults in Zimbabwe are over 90 percent[170]. There is a need to cater for those individuals that are not in formal education or who wish to improve their education and livelihoods through lifelong learning.

The Non-Formal Education (NFE) Policy for Zimbabwe (2015) promotes alternative pathways to increase access to quality education in Zimbabwe. NFE provides a way for learners who have never been to school or who have dropped out of school to get an education. However, learners have often

[168]Ministry of Primary and Secondary Education. (2019). Practical inclusive education handbook for primary & secondary schools

[169]Zimbabwe National Statistics Agency (ZIMSTAT) and UNICEF. (2019). Zimbabwe Multiple Indicator Cluster Survey 2019, Survey Findings Report

[170]Zimbabwe National Statistics Agency (ZIMSTAT) and UNICEF. (2019). Zimbabwe Multiple Indicator Cluster Survey 2019, Survey Findings Report

dropped out of school as they do not have the money to pay school levies, and the NFE programmes, which are based at schools, require the students to pay a levy. NFE fees are not supported by Government and the levies that learners pay go towards the use of the facilities.

The numbers of learners enrolled in NFE programmes is given in the following table. Targets set in the ESSP were met for the numbers of learners enrolled in Functional Literacy (42,603 learners were enrolled and the 2019 target was 28,831) and the numbers of schools offering Basic Literacy Programmes, Functional Literacy Programmes and Part Time and Continuing Education (PTCE) programmes. However, targets were not met for the number of learners enrolled in basic literacy programmes (4,683 adults were enrolled and the target for 2019 was 5,600) and PTCE (23,324 learners were enrolled and the target for 2019 was 33,500) and the number of schools offering Zimbabwe Adult Basic Education Courses (ZABEC) - see tables below for the numbers of schools. It can also be seen that there was a drop in enrolment between 2018 and 2019 for some of the NFE programmes. There is still a need to increase the numbers of schools offering these programmes as all schools are expected to offer these programmes according to the Education Amendment Act (2020).

Table 6.6 Numbers of learners in Non-formal education programmes for primary and secondary schools combined (Source: EMIS, 2016-2019)

NFE Level	2016	2017	2018	2019
Basic Literacy	4,443	13,719	10,726	12,333
Fit For Life	6,647	15,477	14,320	12,450
Functional Literacy	14,190	39,698	46,007	42,603
PTCE*	22,940	26,172	22,811	23,324
ZABEC 1**	4,239	7,699	7,214	6,920
ZABEC 2	2,529	3,700	4,019	3,782
ZABEC 3	2,956	4,021	3,778	3,726
Total	**61,560**	**110,486**	**108,875**	**105,138**

*PTCE - Part Time and Continuing Education; **ZABEC - Zimbabwe Adult Based Education Course

Table 6.7 Numbers of schools offering Non-formal education programmes (Source: ESPR, 2019)

Table format	2015	2016	2017	2018	2019	2020 target
No. of schools providing Basic Literacy Programmes	341	No data available	905	743	688	491
No. of schools providing Functional Literacy Programmes	1,543	No data available	1,900	2,222	2,149	1,793
No. of schools providing ZABEC	790	No data available	950	1,378	715	1,040
No. of schools providing PTCEs	1,053	No data available	1,507	1,298	1,319	1,303

There has been some development in NFE material, although a lot more is needed. Modules have been developed with technical assistance from the World Bank through the Zimbabwe Reconstruction Fund (ZIMREF) programme and funding from GPE. These are currently in draft form for History, English, Mathematics, Science, Indigenous Languages and Geography. A total of 36 teachers were trained in

module writing before they then wrote these modules. Using EDF funds, 209 personnel from 10 provinces were trained on the interpretation of the compressed syllabi in 12 Learning Areas and training was carried out of 197 people, including 97 District Lifelong Learning Coordinators (DLLCs), in the implementation and monitoring of the NFE Policy**.** At the moment, there is no specialised Education in Emergencies (EiE) curriculum to be used in emergency situations. However, it may be possible to use compressed existing syllabi.

6.2 The implementation of the Competence-Based Curriculum model and Assessment Framework

6.2.1 Implementation of the Competence-Based Curriculum Model

Following the aforementioned curriculum review process, a curriculum framework was developed and approved by Cabinet in 2015. MoPSE developed and successfully tested the new syllabi from ECD to Form 6 at 100 schools; 10 schools from each of the 10 provinces. Teachers' guides were developed, printed and distributed together with hard and soft syllabi to all schools, provincial and district offices before schools opened for 2017.

Implementation of the new curriculum commenced at the beginning of 2017 in ECD A, Grades 1 and 3 and Forms 1, 3, and 5. This endeavour was largely successful and feedback from provincial directors, district inspectors, teacher associations and trade unions, school heads and civil society was positive. All the above also reported some teething challenges which they hoped would be attended to by the MoPSE. In 2017 the Ministry trained teachers that were going to introduce the new curriculum to ECD B, Grades 2 and 4 in 2018 to interpret the syllabi, plan and implement the new curriculum. This left teachers for Grades 5, 6 and 7 still to be trained.

A review of the new curriculum implementation was conducted in 2017. This review found that significant benefits were occurring due to the new curriculum, however there was a need to develop an effective communication strategy (this has been since developed but not printed or implemented), all teachers needed to be trained in specific Learning Areas, recruitment of teachers was needed to replace those on leave, the curriculum assessment process needed reviewing, existing policies needed to be reviewed to align them with the new curriculum, materials' evaluation needed improved quality control, the configuration of cross-cutting Learning Areas needed reviewing. There was a need to engage with the Ministry of Higher and Tertiary Education, Innovation Science and Technology Development (MoHTEISTD) on the alignment of teacher education with the new curriculum. A review of the DET for 2015[171] and for 2020 shows that the staff establishment for the CDTS was 179 with 70 vacancies and 131 with ???? vacancies respectively.

To date, MoPSE has engaged the MoHTEISTD on alignment of teacher education curricula with the CBC. The curriculum assessment process was reviewed and now at piloting stage before full roll out tentatively by first quarter of 2021. Teacher capacity development is ongoing with syllabus interpretation workshops in new Learning Areas and identified categories of personnel in the system being carried out. More teachers were being engaged in the system as per Public Service quota

[171] MoPSE (2015). Vacancy Return. May 2015.

allocation. The implementation of the new CBC model has been done in phases. The matrix in Appendix 6.4 shows activities carried out to implement the new curriculum between 2016 and 2021.

The CBC model has been implemented in all schools around the country. Materials such as syllabi for both primary and secondary schools have been availed. There is on-going teacher capacitation on the CBC model and continuous assessment, through a cascading system to reduce the competence gap in most of the Learning Areas particularly the newly introduced ones. Textbooks and other teaching and learning materials have been distributed to various schools between 2016 and 2020. However, private publishers are not keeping up with the demand for new books for the new curriculum. After the draft of a textbook has been produced it still needs to be approved by the CDTS before it can be used in schools. CDTS does not have sufficient capacity to keep up with the review demand. In addition, there was a need to strengthen the capacity of CDTS to develop their own materials especially in areas where there are no specialists e.g. Koi San textbooks.

Secondary schools are however the most affected by a shortage of teachers with requisite skills in Learning Areas such as Theatre Arts, Heritage Studies, Physical Education, Mass Displays and at A level Mathematics, Physics and Chemistry. ICT and Technical Vocation present an area requiring a solution. For these areas of the curriculum to be implemented there is a need for specialist equipment and specialist rooms which are expensive and have a limited life.

In 2019, MoPSE procured and distributed 12,600 primary schools science kits to 5,441 primary schools. Through its non-formal division, compressed syllabi for the Open Distance Learning (ODL) mode for 12 Learning Areas of the NFE programmes were developed. Furthermore, Learning Area platforms to upgrade teachers' skills through curriculum clusters of learning activities were established.

The curriculum is regarded as being too wide, with many compulsory cross-cutting areas. Most stakeholders consulted indicated that the cost for implementing the CBC are high. Most rural schools decried the costs which are associated with the requirement of Combined Science especially during examinations against the fees and levies paid by a few parents. Buying of necessary equipment for the conducting of practical experiments is hard to come by as parents and guardians are not forthcoming in the payment of fees and levies. Monies budgeted for other purposes are diverted towards examination costs.

6.2.2 Implementation of the National Assessment Framework

The Assessment Framework for the new curriculum is under development. A road map has been developed to finalise and implement the Assessment Framework and support is being provided by FCDO on this.

The National Assessment Framework spells out how learners must be holistically and comprehensively assessed through formative, continuous assessment and summative means in the education system of Zimbabwe. It specifies the different levels of education, and provides guidance to schools and administrators in education on how to effectively manage and evaluate assessment activities. The Framework sets out the expected outcomes of the learning experience in schools and non-formal education settings from ECD through to secondary level. It offers a fundamental structure around

which school educational programmes can be build towards ensuring that learners achieve the expected and desired outcomes.

The acquisition of 21st skills will holistically be assessed through a combination of formative, CA and SA. CA is a form of cumulative appraisal, coordinating the performance of individual learners from first grade at infant level through to the last grade at secondary level. CA and learner profiling was to commence at the inception of the CBC in 2017. However, from 2017 to date, the summative format has been predominantly used in the assessing of learners except in the technical and vocational and Practical Learning Areas that have a component of CA.

The first introduction of CA tasks in 2018 had a false start. There were problems ranging from ill-prepared teachers to competently administer and assess tasks and projects objectively and uniformly, and timing and demands associated with their execution. Learners were apprehensive about victimisation by teacher hence were sceptical of fairness in the whole process. This led to the suspension of CA activities in schools to allow MoPSE time to address the problems.

MoPSE, in collaboration with the Zimbabwe School Examination Council and other stakeholders, has developed a system of assessment, as prescribed by the Curriculum Framework (2015 – 2022) which incorporates continuous assessment to enhance a smooth rolling out of the National Assessment Framework Draft. Consultations across all provinces have been conducted to ascertain the access to the Draft Framework and its practicability. Views regarding the production and assessment of Continuous Learning Area Activities (CALA), Teachers' Guide and Manual, Teaching, Supervision and Monitoring, Exit Profiling, Point of Readiness Certification, School administration and policy issues were solicited for. A total of 35 Districts (50 percent) across the country were sampled in this regard.

MoPSE will be conducting pilot testing and training of personnel and teachers to be involved during the piloting period for the Draft Assessment Framework, targeted for Term 2 of 2020. The Ministry will also continue with the enhanced and targeted teacher capacity development as well as fast-tracking the development and distribution of continuous assessment materials and tools to schools.
Due to the current Covid-19 induced lockdown, the Ministry has been delayed in terms of establishing pilot testing centres as well as the training of the personnel and teachers to be involved in the piloting period. The production of the Teacher Training Manual and Continuous Assessment Learning Activities is ongoing.

6.3 Summary of Key Points

- There has been a phased introduction of the new curriculum, which is on track and due to be completed in 2021
- The Practical Inclusive Education Handbook gives guidelines on how GTC learners can be catered for
- Implementation of the curriculum has met with a number of challenges and successes. There is need for a communication strategy, challenges due to resource constraints, the need to review policies and strategies for more effective implementation, the need for the institutions training teachers to train on the new curriculum, and the need for in-service training
- There are curriculum implementation challenges in STEAM due to inadequate specialist rooms for STEAM Learning Areas, appropriate equipment and the lack of relevant teachers

- There is a need to provide schools with access to electricity, Internet and computers for learning
- Essential teaching and learning materials like syllabi, text books, audio visual aids, teachers' guides, hand books, manuals, decent learning space and adequately equipped specialist rooms are a prerequisite if success is to be realised
- Respondents to the formative evaluation of the implementation of the new curriculum survey felt that the wider curriculum allows learners to select preferred pathways with a practical approach which is anchored in learner centred activities
- NFE is an overlooked area, however there has been some recent work done on compressing the syllabi for use in some NFE programmes
- There is no specialised EiE curriculum for use in emergencies
- There is a need to increase the number of schools offering NFE programmes and to address the issues of funding of NFE
- The adoption of the continuous assessment and profiling components of the new curriculum are still to commence

6.4 Recommendations

- Further syllabi need to be developed for NFE, and for use in EiE. The NFE syllabi and materials could be adapted for use in emergencies
- NFE needs to be strengthened and financially supported by MoPSE
- There is a need to continuously review the current status, implementation and strategy of the curriculum (results based management) to inform activities and strategy for the remaining period to 2021 and the period of the new ESSP (2021-2026). A communication strategy for the Curriculum implementation needs to be implemented and monitored. This strategy needs to be revised to take Covid-19 into account
- There is a need to address the issues of resource constraints (including ICT, syllabi, textbooks, guides, handbooks, manuals, decent learning space and adequately equipped specialist rooms)
- The rollout of Inclusive Education should continue and be mapped out in the next ESSP

7. Teacher-Training, Deployment and Utilisation

7.1 Introduction

The frontline workers of the education system in any country are the teachers. Their needs and diversity have to be identified and addressed on a continuous basis. The training, both in-service and pre-service, is a key factor in the learning outcomes of learners. The analysis of the teaching force is the subject of this chapter.

The Systems Approach for Better Education Results (SABER) was developed by the World Bank and its partners to provide a framework of tools, indicators and benchmarks which inform policy choices and promote policy dialogue. The SABER approach has eight core teacher policy goals (see Figure 5.1) which were selected because they are related to student and teacher performance; they are priorities for resource allocation and they are actionable.This chapter presents the situation of the teachers and discusses issues related to teachers, their wellbeing and their teaching with respect to the SABER approach.

Figure 7.1 SABER-Teachers 8 Policy Goals

7.2 Learner-teacher ratios[172]

In 2019, the number of teachers was 16,469 ECD teachers, 75,183 primary school teachers and 47,964 secondary teachers, giving a total of 139,616 teachers. There were many more female teachers than male teachers at ECD, approximately 16,000 more female teachers than male teachers at primary level and approximately 1,000 more male teachers than female teachers at secondary level (Table 7.1).

School Minimum Functionality Standards (2013)

Each school must have staff establishment (PTR) as laid down by the Ministry regulations as follows:

ECD	1:20
Primary	1:40
Junior secondary	1:33
Ordinary Level	1:30
Advanced Level	1:20

The number of teachers varies by province and level. Manicaland had the highest number of teachers in 2019 (22,727), followed by Masvingo (18,733) and Midlands (17,955).

Table 7.1 Number of teachers (trained and untrained) by level, sex and province in 2019 (Source: EMIS, 2019)

Province	ECD			Primary			Secondary		
	F	M	Total	F	M	Total	F	M	Total
Bulawayo	1,123	48	1,171	2,960	465	3,425	1,769	1,047	2,816
Harare	1,253	91	1,344	5,894	1,372	7,266	3,554	2,620	6,174
Manicaland	2,709	288	2,997	6,532	5,367	11,899	3,645	4,186	7,831
Mashonaland Central	1,329	118	1,447	3,470	2,881	6,351	1,550	1,862	3,412
Mashonaland East	1,603	215	1,818	5,010	3,505	8,515	2,686	2,836	5,522
Mashonaland West	1,417	258	1,675	4,854	3,629	8,483	2,442	2,758	5,200
Masvingo	1,828	255	2,083	5,724	4,857	10,581	2,474	3,595	6,069
Matabeleland North	968	147	1,115	2,651	1,828	4,479	1,291	1,399	2,690
Matabeleland South	750	72	822	2,558	1,518	4,076	1,198	1,202	2,400
Midlands	1,709	288	1,997	5,907	4,201	10,108	2,696	3,154	5,850
Grand Total	14,689	1,780	16,469	45,560	29,623	75,183	23,305	24,659	47,964

The Pupil To Teacher ratios (PTRs) are presented in the table below by level and province for 2014 and 2019. The PTRs for ECD are higher in 2019 than they were in 2014 (Table 7.2). The PTRs for primary and secondary schools have remained fairly static between 2014 and 2019. The province that has the highest PTRs for all levels of schooling is Mashonaland Central. Bulawayo has the lowest PTRs for all levels. If trained teacher or Learner to qualified Teacher Ratios (LqTRs) are considered, the situation is very serious. Untrained teachers are making up a large proportion of the teacher workforce (39.2 percent at ECD level, 2.4 percent at primary level and 12.8 percent at secondary level).The ESSP had three indicators related to ECD teachers (see Appendix 3.2):

- percentage of qualified ECD teachers
- number of districts with at least 50% qualified ECD teachers
- qualified ECD teacher to pupil ratio

All of the targets set for 2019 in the ESSP were met for these three indicators.

[172]The term Learner Teacher Ratio is used when referring to EMIS data, given that is the term used in the database. The term Pupil Teacher Ratio tends to be more commonly used generally

Table 7.2 Pupil to Teacher Ratio (trained and untrained) by school level and province in 2014 and 2019 (Source: EMIS)

Province	Pupil to Teacher Ratio 2014			Pupil to Teacher Ratio 2019		
	ECD	Primary	Secondary	ECD	Primary	Secondary
Bulawayo	23 (39)	33 (36)	21 927)	22 (33)	33 (34)	21 (25)
Harare	25 (32)	39 (42)	23 (28)	31 (37)	41 (42)	22 (27)
Manicaland	39 (126)	35 (37)	22 (26)	38 (87)	37 (38)	23 (25)
Mashonaland Central	38 (237)	39 (49)	24 (38)	45 (110)	41 (41)	25 (30)
Mashonaland East	32 (96)	36 (40)	23 (34)	41 (54)	35 (36)	24 (28)
Mashonaland West	38 (130)	37 (43)	24 (34)	42 (69)	38 (40)	24 (27)
Masvingo	42 (106)	33 (35)	22 (30)	45 (68)	35 (36)	25 (28)
Matabeleland North	32 (326)	36 (59)	20 (30)	39 (102)	38 (40)	22 (25)
Matabeleland South	31 (337)	36 (40)	24 (32)	51 (89)	37 (38)	24 (26)
Midlands	35 (87)	34 (38)	23 (31)	41 (62)	36 (37)	25 (29)
Grand Total	35 (108)	36 (40)	23 (30)	40 (66)	37 (38)	23 (27)

Note: the ratio of learners to trained teachers is given in brackets.

The figures below show the average ECD Pupil to Teacher ratios, the primary learners to teacher ratios and the average secondary learners to teacher ratios at district level. The inequitable distribution of teachers at all levels is illustrated by these figures. Bulilima, Centenary, Gokwe North, Gwanda, Mangwe, Matobo, Mudzi, Mutoko, Mwenezi and UMP Districts all have PTRs between 50 and 90 for ECD level. Only three districts in the country have the recommended or close to the recommended PTRs of 1:20 for ECD.

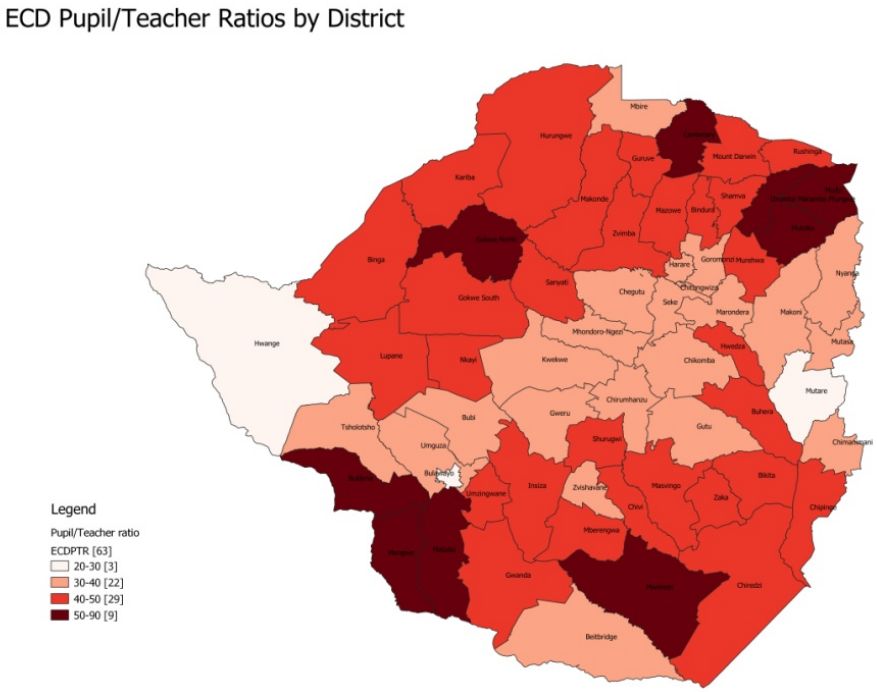

Figure 7.2 Pupil to Teacher ratios (trained and untrained) in ECD by district (Source: EMIS, 2019)

Three districts in Zimbabwe have higher than the recommended PTRs (1:40) for primary schools. These are Rushinga, Mount Darwin and Mudzi Districts. These three districts are remotely located on the northern border with Mozambique.

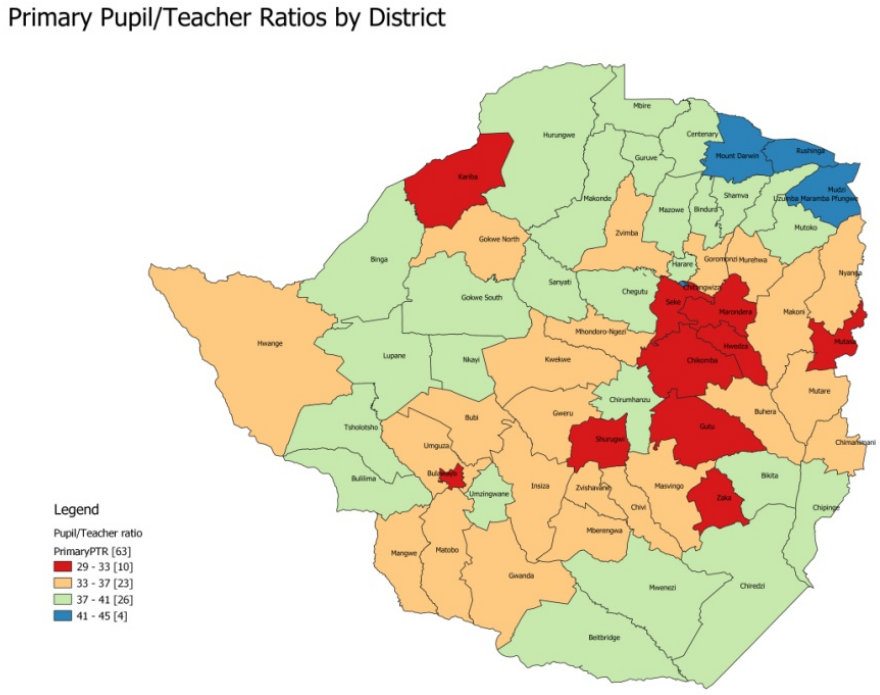

Figure 7.3 Pupil to Teacher ratios(trained and untrained) in primary schools by district (Source: EMIS, 2019)

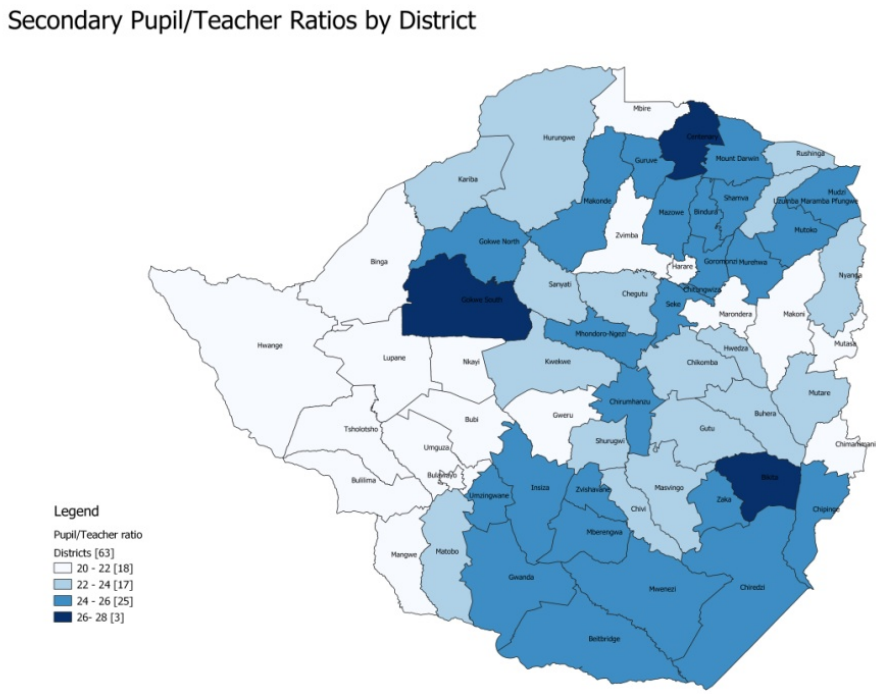

Figure 7.4 Pupil to Teacher ratios (trained and untrained) in secondary schools by district (Source: EMIS 2019)

Analysis of the PTRs was also carried out for the school classification groups (see the table below). The disparities in terms of the types of the schools indicates issues with equity in the allocation of teachers to schools, with P1 and S1 schools having much lower PTRs than the other grant classes.

Table 7.3 Pupil to Teacher Ratios (PTRs) by school classification in 2019 (Source: EMIS, 2019)

Grant Class	ECD	Primary	Secondary
P1/S1	24	31	18
P2/S2	30	40	24
P3/S3	43	37	24
Total	40	37	23

The numbers of special needs teachers in mainstream schools by level are given in the following table. There were 740 special needs teachers at primary level and 118 special needs teachers at secondary level. If it is assumed that there is one special needs teacher per school, this means that there is a shortage with only 11 percent of primary schools and 4.0 percent of secondary schools have special needs teachers.

Table 7.4 Special needs teachers in mainstream schools by level in 2019 (Source: EMIS, 2019)

Province	Primary			Secondary		
	M	F	T	M	F	T
Bulawayo	14	84	**98**	1	1	**2**
Harare	11	50	**61**	6	10	**16**
Manicaland	30	49	**79**	4	9	**13**
Mashonaland Central	21	41	**62**	3	1	**4**
Mashonaland East	19	23	**42**	10	3	**13**
Mashonaland West	28	56	**84**	7	6	**13**
Masvingo	40	80	**120**	31	17	**48**
Matabeleland North	16	26	**42**	0	3	**3**
Matabeleland South	9	23	**32**	=	1	**1**
Midlands	45	75	**120**	2	3	**5**
Total	**233**	**507**	**740**	**64**	**54**	**118**

7.3 Pupil to classroom ratios (PCR)

A comparison of pupil to teacher ratios (PTR) with pupil to classroom ratios (PCR) raises a few questions as to why these ratios are so different (see the figure below). It would be expected that the PCRs and PTRs would be the same as there should be one teacher in each classroom for each class. The calculation of PTRs is done using the total number of teachers and the total number of learners at national level not school level. In some schools there are non-teaching heads and deputy head teachers, as well as additional teachers which are not responsible for a class, for example, special needs teachers, sports teachers and language teachers. These teachers have been included in the calculations of the PTRs which gives smaller PTRs than there are actually in the classroom.

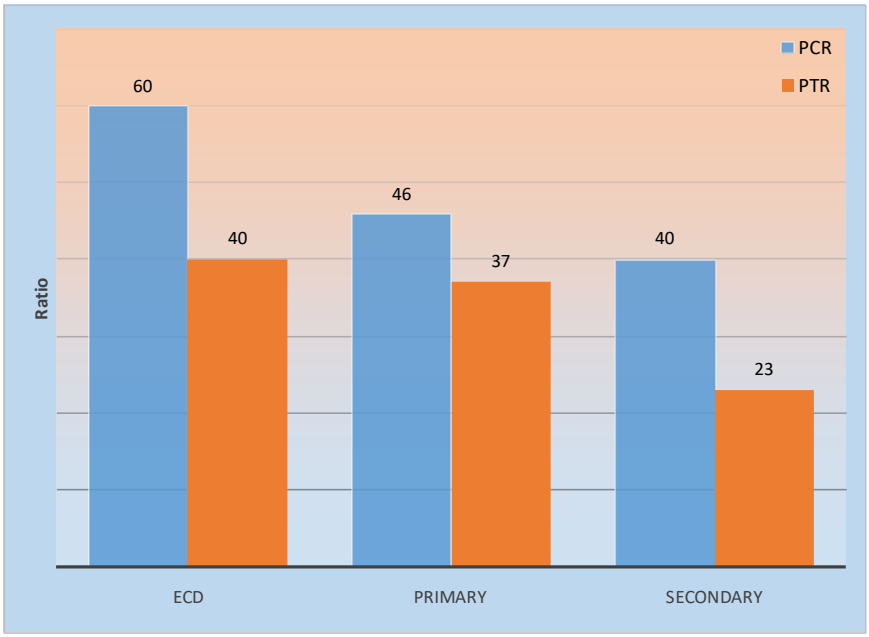

Figure 7.5 Comparison of PCRs and PTRs (Source: EMIS, 2019)

7.4 Teacher workforce

7.4.1 Teacher training and certification

There are 17 teachers' colleges and polytechnics in Zimbabwe that train teachers for primary and secondary levels. Eleven of the teachers' colleges train primary and ECD teachers. The United College of Education also offers a special needs education programme. The table below shows the distribution of teachers who graduated from each of the colleges during the period 2015-2018. There has been a gradual increase in the total number of teachers graduating at teachers colleges since 2015. In 2015, 6,103 teachers graduated and 9,727 teachers graduated in 2018.

Table 7.5 Numbers of graduated teachers from colleges between 2015-2018 (Source: MoHTEISTD)

	COLLEGE	2015			2016			2017			2018		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
1	Belvedere	287	370	657	382	569	951	426	514	940	473	354	827
2	Bondolfi	75	237	312			670	113	520	633	168	500	668
3	Hillside	159	202	361	197	314	511	243	345	588	290	416	706
4	J.M. Nkomo	95	180	275	229	991	1,220	82	496	578	179	503	682
5	Madziwa	73	165	238	95	180	275	0	0	0	151	265	416
6	Marymount	115	367	482			540	194	979	1,173	76	382	458
7	Masvingo	98	355	453	108	368	476	287	754	1,041	274	614	888
8	Mkoba	125	381	506	126	323	449	146	247	393	195	327	522
9	Morgan	74	395	469	168	704	872	80	357	437	75	570	645
10	Morgenster	183	459	642	137	265	402	187	369	556	329	605	934
11	Mutare	172	235	407	214	340	554	307	444	751	255	413	668
12	Nyadire	50	181	231	156	192	348	170	365	535	69	198	267
13	Seke	113	490	603	124	478	602	146	430	576	179	468	647
14	United College of Education	75	348	423	95	348	443	121	370	491	415	936	1,351
15	Gweru	18	26	44	57	73	130	24	60	84	21	27	48
Total		1,712	4,391	6,103	2,088	5,145	8,443	2,526	6,250	8,776	3,149	6,578	9,727

The 2019 teacher graduation statistics are disaggregated according to teaching levels to provide more insight in the table below. A total of 9,677 learners were capped in 2019 (the total excludes Morgenster Teachers College statistics whose teachers had not yet graduated at the time of compilation) but it is clear that the number of teacher graduates has been increasing. A total of 309 Student Teachers were enrolled to train as Special Needs Teachers at United College of Education in 2020.

Table 7.6 Teacher education graduation statistics (Source: MoHTEISTD, 2019)

TEACHERS COLLEGE	PRIMARY-ECD		PRIMARY-GENERAL		SECONDARY		TOTAL
	Male	Female	Male	Female	Male	Female	
Bondolfi	102	713	249	272			1,336
Masvingo			438	?			438
Morgenster	-	-	-	-			-
Morgan Zintec	59	177	168	239			643
Madziwa	23	70	115	271			479
Marymount	57	176	109	256			598
Nyadire	147	358	90	98			693
Mkoba	95	184	73	100			452
Seke	40	510	305	520			1,375
J. M. Nkomo Polytechnic			212	402			614
UCE			174	524			698
Hillside					249	395	644
BTTC					391	503	894
Mutare					371	426	797
Gweru Polytechnic					3	13	16
TOTAL	523	2,188	1,933	2,682	1,014	1,337	9,677

The teacher graduation statistics for the period 2015 to 2019 show that student teacher enrolments at both primary and secondary teacher training colleges and at polytechnics are skewed in favour of females. It may be that the low remuneration packages that have been paid to the teachers in recent years up to now are discouraging the males to train as teachers.

With a view to enhancing professionalism in the teaching service and with the support of the World Bank, steps at establishing a Teaching Professions Council are advancing and, after a national consultative process, study visits to Scotland, Northern Ireland, Ireland, South Africa and Zambia, the MoPSE now has a draft bill which was been placed before a final national consultative process in early 2020 prior to consideration by the Ministry, Cabinet and Parliament. A certain amount of seed money for the setting up of the Teaching Professions Council was considered by Treasury and the World Bank is expected to offer their support to enable a small Secretariat to start the Council, which will then be expected to be self-sustaining once registration begins.

7.4.2 Enrolment of student teachers

When vacancies arise to train as a teacher once or twice a year, each teachers' college places an advertisement in the main local newspapers or on their websites stipulating the minimum entry requirements to solicit candidates for the 2-3 year teacher training programmes. The minimum entry requirement to train at Primary level (ECD and General Course) is 5 'O' levels with Grade C or better

including English Language, Mathematics, Science and a local language. At lower secondary level (Forms 1-4), the entry requirement is 5 'O' levels with Grade C or better including English Language, Mathematics and a subject recognised for teaching purposes. The entry requirements to train as a teacher at upper secondary level is 5 'O' levels with Grade C or better including English Language, Mathematics and a subject recognised for teaching purposes plus 2 'A' level passes. Experience in teaching is an added advantage at all teacher training levels.

After the candidates have submitted their applications through the post, hand delivery or online, they are shortlisted, interviewed and selected on merit. The selected student teachers are enrolled for teaching programmes that match the expected profiles.

7.4.3 Duration of teacher training programmes

The ECD, primary and lower secondary teacher training programmes have a duration of three years where the student teachers spend the first year at the college, the second year out in the field doing teaching practice and the third and final year back at college. The structure of the teaching course enables the student teachers to study and acquire pedagogical skills in the first year which they apply in the second year when doing teaching practice prior to preparing for the examinations in the final year. At upper secondary level ('A' level) the duration of the programme is 2 years (first 2 terms at College, next two terms on teaching practice, last two terms at college to sit for final examinations).

7.4.4 Student teacher assessment

Student teachers are assessed by their lecturers throughout the duration of their teaching programmes. In the first year, student teachers are assessed through written assignments, tests and practical activities. In the second year while they are on teaching practice they are assessed on a number of aspects like professional dress, lesson delivery skills, classroom displays, marking, record keeping, ability to maintain learner discipline by their mentors, school heads and lecturers. In the final year they are assessed through more assignments, tests, projects, practical activities and the final examinations. On successful completion of the teaching programme, the graduates are awarded diplomas in education by a selected few universities which are the issuing authorities. The comprehensive assessment helps mould the right calibre of teachers in terms of teaching knowledge, skills, attitudes and professional ethics.

7.4.5 Teacher training programme challenges

The greatest challenge faced by teachers' colleges is the high rates of skills flight in critical manpower shortage areas like mathematics and sciences as experienced lecturers quit employment at teachers colleges to join universities once they have acquired higher qualifications. Applicants for minority languages like Tonga, Shangani, Suthu, etc. at ECD level are very limited. Some prospective candidates, especially males, deem the allowances awarded to student teachers very low and this is possibly why the student teacher enrolment statistics are skewed in favour of females.

7.4.6 Teacher registration for recruitment

New teachers who graduate from teachers colleges approach the Public Service Commission (PSC) or PEOs or DEOs District to register their details. The details include their teaching qualification(s), area of specialisation, teaching level, and year of completion. This is used for deployment when filling

attrition posts each term. Some provinces and districts maintain the new teachers' details in electronic form while others keep hard copies. This creates inconsistencies and challenges in the recruitment of teachers.

A detailed national e-registration database with data captured at district level has been maintained at the Ministry's Head Office for deployment purposes when filling expansion posts. This has been used once or twice a year since 2018 in an effort to promote efficiency and transparency in the recruitment of teachers. However, the database has not been updated and cleaned to capture all the new teachers' details and to remove those that have been deployed mainly due to Internet connectivity challenges at district level. There are plans to share this electronic database with the PSC's head office and the Ministry's provincial and district levels once it has been updated so that it will become the only source of teacher deployment.

7.4.7 Teacher recruitment, selection and deployment

Newly qualified teachers are recruited, selected and deployed at MoPSE Head Office, provincial and district levels. At Head Office, there is a recruitment committee comprising both the MoPSE's and the PSC's members that recruits a significant number of teachers using the e-recruitment database. This is done to fill expansion posts that arise after Cabinet approval and Treasury concurrence once or twice a year. The expansion posts are reserved for the critical manpower shortage areas like ECD, Science, Mathematics and technical and vocational teachers.

At provincial and district levels, there are recruitment committees comprising members from the MoPSE, PSC and other line ministries that recruit a few teachers each term. The committees use the registers which contain the new teachers' details to fill attrition posts that arise when serving teachers retire, resign, get dismissed or die. New teachers who possess less critical qualifications like the general course at primary level and languages, arts, humanities and commercials at secondary level are usually considered for replacing those of similar qualifications who will have left. Commercials are a group of learning areas or pathways that are offered at secondary level from form 1-6 such as accounts, business studies, economics and commerce. However, in an attempt to find more teachers for the critical manpower shortage areas alluded to, MoPSE has advised provinces and districts to consider graduates who possess vital skills to fill less critical posts that arise due to attrition.

Former teachers who fall in the critical manpower shortage categories like mathematics, sciences, special needs education, technical and vocational subjects, who had absconded from duty and were dismissed many years ago may apply for reappointment. When the appointment is approved by the Commission, they get deployed according to the provisions of the the PSC minute referenced C/716, XREF: C/296 dated 29 January 2016. They renew their contracts annually on application so that they continue to serve. Recently, in 2019, the Commission has been converting the contracts of those who are below 50 years to indefinite and pensionable conditions of service subject to satisfactory performance and MoPSE recommendations.

According to the last provincial staff disability return (2019) the Ministry has a total of 630 staff members (372 males and 258 females) inclusive of teaching staff with disabilities such as visual impairment, physical impairment, albinism, etc. However, the Salary Services Bureau (SSB) database (2020) shows that MoPSE has a total of 250 Teachers, School Heads and Deputy Heads (153 males and

97 females) with different kinds of disability. Some staff members' disabilities are not captured in the SSB database, hence the statistical disparity. Their details need to be entered into the SSB database so that it dovetails with that of the Ministry to enable them to access statutory benefits under the State Service (Disability Benefits) Act [Chapter 16:05].

Visually impaired Teachers are entitled to a Teaching Aide upon application to the Ministry and Public Service Commission who assists in the execution of their teaching duties such as supervising the learners during lessons and marking exercise books. The Teaching aides are paid a monthly allowance as well as transport and housing allowances. Teachers with disabilities are also considered to benefit from government schemes such as housing loans and residential stands in addition to other benefits offered to members with disabilities under the State Service (Disability Benefits) Act [Chapter 16:05].

7.4.8 Teacher establishment

MoPSE's total teacher establishment increased by 0.6 percent from 127,091 in 2018 to 127,889 in 2019 (see the table below). Most teaching posts increased by less than 1 percent from the previous year, save for the Head of Secondary which increased by 1.2 percent. The low increase in the number of teaching staff was attributed to tight fiscal space which precluded the Ministry from getting the additional teachers it had requested to implement the CBC.

Table 7.7 MoPSE teacher establishment 2018-2019 (Source: DET, MoPSE 2019)

TEACHING POST	March 2018 Approved establishment	February 2019 Approved establishment	Increase	Percent Increase
HEAD PRIMARY	4,912	4,921	9	0.18 %
HEAD SECONDARY	1,658	1,678	20	1.2 %
D/HEAD PRIMARY	3,760	3,767	7	0.19 %
D/HEAD SECONDARY	1,226	1,236	10	0.8 %
PRIMARY SCHOOL TEACHERS	78,839	79,239	400	0.5 %
SECONDARY SCHOOL TEACHERS	36,696	37,048	352	0.96 %
TOTAL TEACHING STAFF	127,091	127,889	798	0.6 %

Although there are no increases in the numbers of school heads and deputy heads on the MoPSE 2020 Detailed Establishment Tables (DET), there has been an increase in schools from 6,288 in 2018 to 6,671 in 2019 for primary schools (an increase of 6.09 percent), and from 2,871 in 2018 to 2,954 in 2019 for secondary schools (an increase of 2.89 percent). There is an increase of 6.3 percent and 8.9 percent in the number of primary and secondary school teachers respectively (see the table below).

It has been projected in 2020 that the Ministry requires 197,000 teachers to fully implement the CBC and it will continue to lobby for more teachers each year to implement it. An additional 60,811 teachers are needed now but it might take some time to close this gap, in the meantime the numbers of required teachers will continue to increase.

In the 2015 Education Sector Analysis[173] an analysis of the Teacher Development Information System (TDIS) data showed that there were a number of misplaced teachers (see the table below). There were 808 secondary school trained teachers teaching in primary school (560 females and 248 males), 6 ECD trained teachers teaching in secondary school (2 females and 4 males) and 1,205 primary school teachers teaching in secondary school. This analysis was not possible for the current TDIS (early 2020) as the data in the TDIS are still to be updated, and it was not possible to get information on misplaced special needs teachers.

Table 7.8 Misplaced teachers by misplacement type and province in 2015 (Source: ESA 2015)

Province	Secondary trained teachers teaching in primary schools	ECD teachers teaching in secondary school	Primary teachers in secondary schools
Bulawayo	27	2	69
Harare	65	1	69
Manicaland	379	2	67
Mashonaland Central	23		72
Mashonaland East	27	1	48
Mashonaland West	135		71
Masvingo	20		383
Matabeleland North	16		99
Matabeleland South	30		56
Midlands	86		271
TOTAL	808	6	1,205

7.5 Factors affecting teacher supply and retention

The SABER framework has ten core teacher areas which impact on teacher job satisfaction. These core areas are as follows:

1. requirements to enter and remain in teaching
2. initial teacher preparation
3. recruitment and employment
4. teacher's workload and autonomy
5. professional development
6. compensation (salary and non-salary benefits)
7. retirement rules and benefits
8. monitoring and evaluation of teacher quality
9. teacher representation and voice
10. school leadership.

The Public Service Regulations of 2000 (Statutory Instrument No 1 of 2000) covers Points 1, 2, 3 and 7 of the SABER core areas. Workload and autonomy is covered by Point 4. The issue of professional development are covered under Point 5. Monitoring and evaluation of teacher quality is addressed in the GPE with the development of the Teacher Professional Standards and its related tools. This section

[173]Kageler, S.J. (2015). Education Sector Analysis. Zimbabwe

presents these core areas for Zimbabwe, except for recruitment and employment which is discussed in Section 5.4.3.

7.5.1 Requirements to enter and remain in teaching

The basic entry requirements for the teaching profession are educational qualifications with pedagogical components such as the Certificate in Education, Diploma in Education, Bachelor of Education (primary, secondary or recognised technical fields), as well as a Bachelor of Science in Physical Education. Other qualifications like Bachelor of Science degrees in physics, chemistry, biology, agriculture and Bachelor of commerce degrees in Accounting, Economics, Business Studies are considered but the prospective candidates must acquire Post-Graduate Diplomas in Education or Graduate Diplomas in Education. Certificates and Diplomas in fields like Agriculture and technical and vocational areas, like Clothing Design and Technology, Building, Technical Graphics, Metal and Woodwork, are also considered provided the candidates pursue an additional course at Belvedere Technical Teachers College to acquire pedagogical skills.

However, there is a serious shortage of teachers to implement the CBC Learning Areas like mass displays, indigenous languages, visual and performing arts, information and communication technology at infant level. A critical shortage of the last three Learning Areas also exists at primary level as well. At lower secondary level (Forms 1-4) teachers for Learning Areas for the sciences like Physics and Chemistry as well as ICT and practical subjects like Wood, Metal, Textile and Building technologies, are in short supply and this also affects similar learning pathways at Advanced level.

A Thematic Working Group (TWG) for the Regulatory Framework for Teacher Professional Standards was established in 2016 which worked towards producing an options paper on the Regulatory Framework. This has been developed into the Teacher Professions Council Bill. This is currently awaiting validation.

7.5.2 Initial teacher preparation

Orientation and induction of new teachers used to be conducted by MoPSE's Head Office staff at teachers' colleges to prepare the student teachers to enter the education system when they were about to complete their teaching courses. This is now haphazardly done as some teachers' colleges no longer invite Head Office staff to induct their graduating students. This is probably because they see no reason to as their graduates spend some time waiting to get employed.

The discontinuation of the orientation and induction programme at national level means newly appointed teachers are supposed to be inducted at lower levels like districts and schools when they assume duty. At school level, it is currently haphazardly done as some school heads induct and orientate their new teachers while others do not. The absence of formal orientation and induction programmes for new teachers at these lower levels adversely affects service delivery as the MoPSE's vision, mission, goals, structure, clients charter, performance expectations, acts of misconduct and others are not communicated from the onset. There is a need to prioritise teacher orientation and induction at district and school levels to enable the new teachers to perform their duties well.

7.5.3 Teachers' workload and autonomy

Currently teachers have massive workloads due to the very high Pupil to Teacher Ratios (PTR) which range between 1:50 and 1:75 primary level and 1: 50 at secondary level (this is not reflected by the calculated PTRs as the 'extra' teachers are included in the calculations). This is due to fiscal constraints as MoPSE cannot recruit more teachers to address this challenge. These PTRs are way above the Ministry's recommended ratios of: ECD - 1:20, Primary - 1:40, Junior Secondary - 1:33, Middle School - 1:30, 'A' Level - 1:20 and Special Class - 1:7. These high PTRs militate against quality teaching and learning as the teachers cannot provide individual learner assistance and quality marking of the learners' written exercises and assignments.

Teachers enjoy limited autonomy in the execution of their duties. They are free to plan and deliver their lessons in the best possible ways without significant financial costs. Educational trips, tours and some scientific, agricultural and technical and vocational projects with considerable financial costs require the approval of school leadership prior to conducting them. Additionally, their power to discipline learners is limited and they cannot offer extra lessons where there is need without official approbation.

7.5.4 Teachers' in-service training and professional development

Teacher professional development programmes are conducted at all levels in MoPSE at national, provincial, district and school levels. The number of teachers who attend teacher professional development programmes like the recently conducted Teacher Capacity Development Programme (see the table below), School Leadership, Financial Management, the CBC and syllabus interpretation organised at national level are limited owing to budgetary constraints. Such national programmes are usually funded by education partners and the Treasury.

Table 7.9 Institutions participating in the Teacher Capacity Development Programme, enrolment and participation[174]

Name of institution	Enrolment			Programme offered
	Females	Males	Total	
Bindura University of Science Education	121	303	424	BSc and MSc (Mathematics; Biology; Chemistry; Physics)
Great Zimbabwe University	112	88	200	PGDE
Midlands State University	257	243	500	BEd (Hons) (Kalanga; Nambya; Shangaan; Tonga; Venda; Sign Language; ECD)
University of Zimbabwe	22	53	75	BEd (Computer Science)
Zimbabwe Open University	435	337	772	Dip. Ed (Educational Planning; Infrastructural planning; Vocational Technical Education
TOTAL	947	1,024	1,971	

[174]UNICEF (2015) The Education Development Fund. 7th Progress Report, May 2015

NAPH and NASH help promote the delivery of education in Zimbabwe. Both associations are funded through affiliations raised at school level from the parents. The associations design, implement and fund staff development programmes for both school heads and teachers in the identified areas of need at district, provincial and national levels. They also promote and fund learner sporting activities at district, provincial and national levels which are conducted under the supervision of the Teachers and Heads. However, the number of learners and teachers who benefit directly from the NAPH and NASH programmes is limited.

Most professional development programmes are cascaded down from district to cluster and school levels after the school leaders and a few selected teachers have been trained at the higher levels (provincial and/or Head Office). Short courses in areas like sport, ICT, and disciplinary procedures are usually conducted at provincial and district levels but they are also limited to due limited financial resources. Most staff development programmes that are aimed at improving service delivery are usually conducted at cluster and school levels as they are less costly.

The Performance Lag Programme (PLAP) and the Early Reading Initiative (ERI) have been used for teacher professional development. ERI is viewed by teachers as something that complements and enhances their current teaching. Preliminary training and orientation on ERI have been given to 3,371 school heads and 21,587 teachers from 3,739 schools. An Inclusive Education Supplement for ERI for infant grades and the PLAP manual for junior education grades were developed and used to train primary school teachers on disability-inclusive pedagogical methods.

The annual School Census collects information on the number of teachers that have had in-service training in the last two years. These data are summarised in the table below for 2019. In 2019, out of a total of 75,183 primary schools teachers only 12,954 reported having had in-service training (17.2 percent), and out of 47,964 secondary school teachers, only 4,535 reported having had in-service training in the last two years (9.5 percent).

Table 7.10 Numbers of teachers reporting in-service training in the last two years (Source: EMIS, 2019)

Province	Primary			Secondary		
	M	F	T	M	F	T
Bulawayo	47	261	308	32	48	80
Harare	151	789	940	193	261	454
Manicaland	1,109	1,569	2,678	558	521	1,079
Mashonaland Central	540	786	1,326	210	191	401
Mashonaland East	560	870	1,430	279	263	542
Mashonaland West	524	593	1,117	261	244	505
Masvingo	1,178	1,444	2,622	544	291	835
Matabeleland North	160	190	350	34	42	76
Matabeleland South	205	365	570	123	119	242
Midlands	721	883	1,604	172	149	321
Grand Total	5,195	7,750	12,945	2,406	2,129	4,535

The Holistic Organisational Development Report (2019) examined the generic competencies of teaching staff at MoPSE. It was found that though the generic competency/skill level of teaching staff was above average and commendable, however there is a need for continuous training and development interventions focusing on financial and computer literacy. The majority of respondents (65 percent) indicated that they need advanced application levels for verbal and written communication. Most respondents indicated that they need advanced application levels across all of the technical competencies including the new curriculum.

Holistic Organisational Development Report (2019), pp 171.

- With new knowledge, experience and competencies required, teachers are central to the MoPSE new curriculum strategy. If they are offered systematic continuous training that provides them with exposure to new knowledge and teaching techniques, they will then be better be more competent at Teacher Professional Standards delivery.
- It is therefore important to note that lack of in-service training and continued professional development (CPD) for teachers can be a key source disequilibrium in the quality of teaching that will form competent students with the necessary knowledge and skills in the different subject matters.

Better Schools Programme for Zimbabwe (BSPZ)

The Better Schools Programme for Zimbabwe (BSPZ) was initiated in 1996 as a strategy to improve the quality of teaching and learning through continuous in-service training for teachers as well as the pooling of resources for all schools. The BSPZ is aimed at improving quality and relevance of the education service delivery in all districts. Key activities of the BSPZ include the development of teachers, head teachers, education officers and school committee members through short courses, the promotion of girls' education in all education cycles and schools, the development of relevant organizational structures, the establishment of resource centres, the strengthening of community participation in schools, the training of trainers, and research, monitoring and evaluation. The BSPZ promotes a system of inter-school collaboration to develop professional infrastructures for teachers and the specific objectives are as follows:

- To improve the capability of the teaching force through ongoing formal and non-formal in-service training
- To update and upgrade the management, administrative and supervisory skills of head teachers
- To update and upgrade the skills of education officers so that they can provide effective guidance and supervision of teachers and head teachers
- To develop a cadre of trainers who are effective resource persons in in-service training for teachers, head teachers and education officers
- To create a research base that will guide policy and educational practice
- To offer scholarships for learners
- To build the capacity of school development committee members
- Inducting newly appointed or promoted teachers
- Preserving cultural heritage through school competitions in music, dance and drama

BSPZ seeks to enhance the delivery of education in Zimbabwe through school-based, cluster based, district-based and province-based initiatives. The programme has cluster, district and provincial structures. The learners pay nominal affiliation fees on a termly basis at school level which are apportioned among the cluster, district and provincial centres. The BSPZ funds are used at cluster, district and provincial levels to purchase educational materials like library books and textbooks which can be borrowed for use by the teachers at their respective stations. The affiliations are also used to purchase equipment like computers and consumables used by the learners, teachers and members of the community in some cases. Additionally, the funds are used to purchase vehicles and for infrastructural developments at district or provincial levels. The affiliations are also used to support workshops and sporting activities at all these levels inter alia. However, some schools face challenges in collecting the BSPZ affiliations from the learners which adversely affects the implementation of the BSPZ programmes at all levels.

The BSPZ was originally funded under an agreement with the Netherlands Government, but is now operating without external funding. Each learner pays, through the school, USD 3 per year (or USD 1 per school term) as affiliation fees to the BSPZ. As there are approximately 4.5 million children in school in 2019, the estimated income from the schools stands at approximately USD 13.5 million. This fee is distributed to three users: for each USD 1 paid, 50 cents goes to the district office, 20 cents goes to the provincial office, and 30 cents goes to (NAPH or NASH. Each of these groups uses the money as they see fit. The Public Finance Management Act indicates that the Director of Finance of MoPSE is responsible for all finance affairs of MoPSE. However, the BSPZ is not accounted for in this Act and this fund goes unaudited. Parents have indicated concern about the BSPZ payments and there is a need to audit these funds and make their use more transparent.[175]

Furthermore, the Holistic Organisational Development Report (2019)[176] noted that currently no policy or law exists that regularises BSPZ as legislation has been in draft form since 1992. Districts are encouraged to build their own resource centres using the BSPZ funds, however due to the slow rate at which these funds have been forthcoming from the schools, for some districts and provinces this may never be a reality. It has therefore been recommended to regularize BSPZ by creating a policy document that provides guiding principles[177] on:

- Amounts to be collected per learner and the mechanism for collection
- Prescribed beneficiaries of the fund
- Prescribed use of the funds to avoid misuse and abuse
- The management system to be used for the funds
- Reports to be presented and the frequency of the reports for accountability purposes
- Mechanism to be used for monitoring use of BSPZ funds and identification of who does the monitoring
- Finally, the BSPZ has never undergone any evaluation of its performance and impact and it is strongly recommended to make sure that such an evaluation and assessment of the programme is undertaken under the forthcoming ESSP.

[175] Ministry of Primary and Secondary Education. (2019). Education Sector Performance Review 2018
[176] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)
[177]Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

Health and safety

The Ministry promotes the Teachers' health and safety in a number of ways. Teachers attend workshops on pandemics like HIV/AIDS and, to some extent, Covid 19 (as most Teachers are still working from home) as well as natural disasters like cyclones organised by the Ministry, its partners, sister ministries and other Government departments to equip them with skills to protect themselves and the learners. Furthermore, the Ministry in collaboration with a leading medical aid society has introduced a staff wellness programme in which the members' health conditions get tested and they are encouraged to consume healthy food and remain active through exercise and sport.

7.5.5 Compensation

The teachers' remuneration packages are set by the Public Service Commission (PSC). The benefits include transport, housing, rural, special, acting, responsibility, and sixth form allowances. The upward review of teachers' salaries and benefits is influenced by negotiations between government and staff association representatives at national level. Such negotiations have recently been frequently held owing to inflation.

According to Section 39 of the Statutory Instrument 1 of 2000, as amended, 90 days maternity leave on full pay is granted to all women in the Public Service inclusive of Teachers who would have served for at least one year in service upon application and production of a medical certificate. It is granted only once during any period of twenty-four months and a maximum of three (3) periods of maternity is granted per member. A member may utilise her accrued vacation leave, annual leave, vacation leave without pay or request for unpaid maternity leave for any additional periods of maternity.

The GoZ, through the PSC, guarantees its employees, teachers included, job security. This enables them to apply for, and get, personal and educational loans from various financial institutions like banks, micro finance and insurance companies. The Ministry of Public Service, Labour and Social Welfare (MoPSLSW) provides training loans to civil servants pursuing various training programmes to ease their financial burdens. Additionally, teachers and other civil servants get housing loans to purchase residential stands or to develop them.

The issue of teacher remuneration has remained persistently a threat to education service delivery, primarily because the inflation has continued to erode their earnings to the point of rendering to teacher incapacitation, and this is compounded by the school closures due to Covid-19. There will be need to overcome the inertia associated with the school closures and regenerate the momentum that existed before.

Besides financial rewards, all civil servants, including teachers, have been afforded the opportunity to import specified motor vehicles duty free provided they have served for a minimum period of 10 years, have a driver's license and no pending act of misconduct. Additionally, the PSC has offered all civil servants serving in urban areas highly subsided transport to and from work in the form of buses.

Both male and female Teachers who serve in rural areas are provided with institutional accommodation at their schools. Usually married teachers are allocated more rooms than unmarried ones. However, due to the shortage of Teachers' houses at some schools, both married and unmarried Teachers are sometimes allocated single rooms each under the same roof which adversely affects their

privacy. Schools reported a shortfall of 39,533 teachers' houses in primary schools and 16,530 teachers' houses in secondary schools (see the figure below for the provincial breakdown and the maps below for the district distribution of the shortages). The Government is currently in a drive to construct more teachers' houses in rural schools to alleviate the problem.

The Government of Zimbabwe offers housing loans to civil servants including the Teachers at nominal interest rates to enable them to purchase their own residential stands, construct houses or develop them. A significant portion of this loan facility for the period 2010-2017 has been gender-sensitively allocated to the Teachers in the Ministry. Regrettably, the funds are very limited to cater for the high demand and hence the Ministry to lobby for more funding in this area. In addition, the Government of Zimbabwe is contemplating the introduction of residential stands and a low cost housing scheme for civil servants.

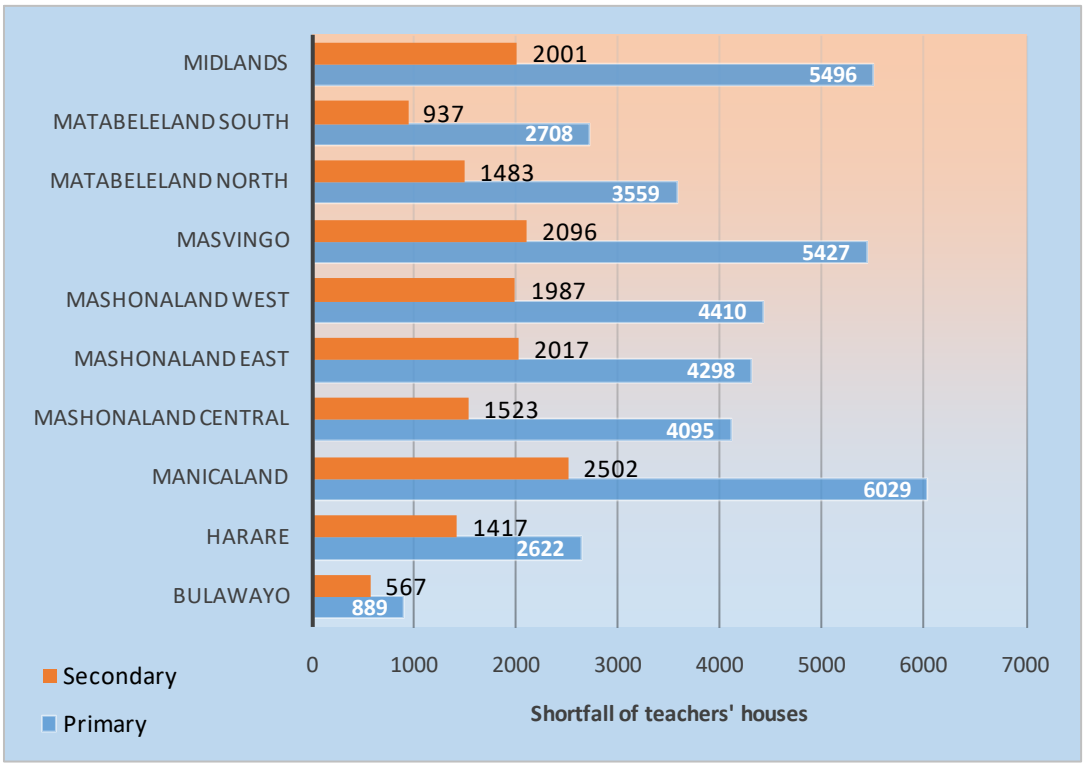

Figure 7.6 Shortfall of teachers' houses in 2019 (Source: EMIS, 2019)

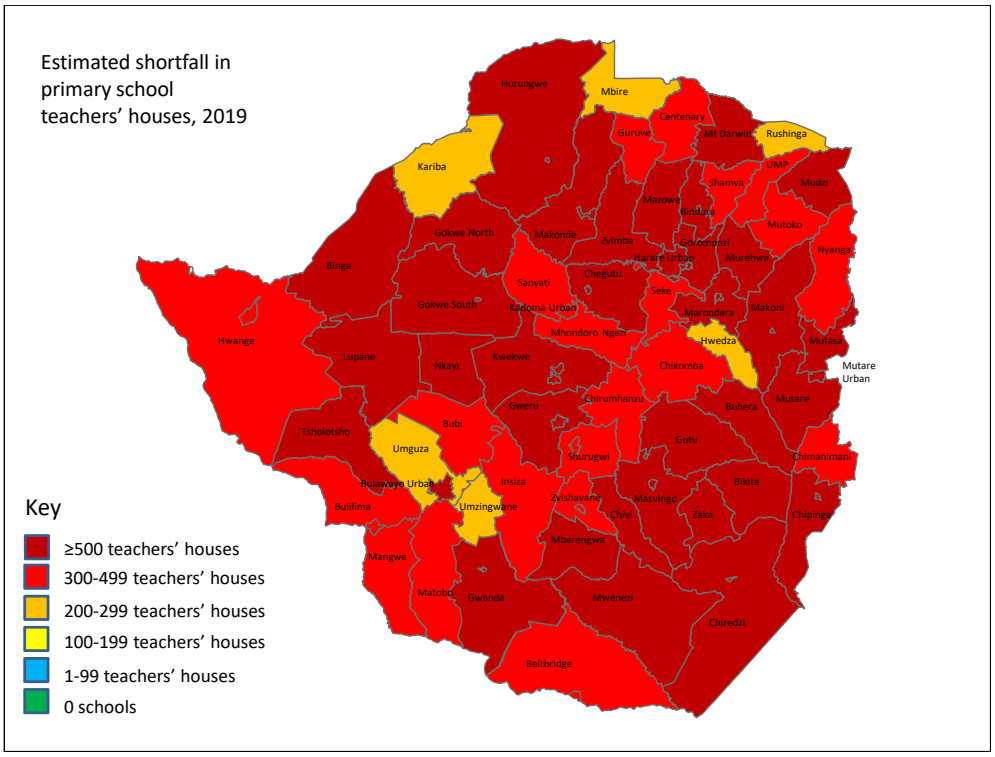

Figure 7.7 Estimated shortfall in teachers' houses in primary schools in 2019 (Source: EMIS, 2019)

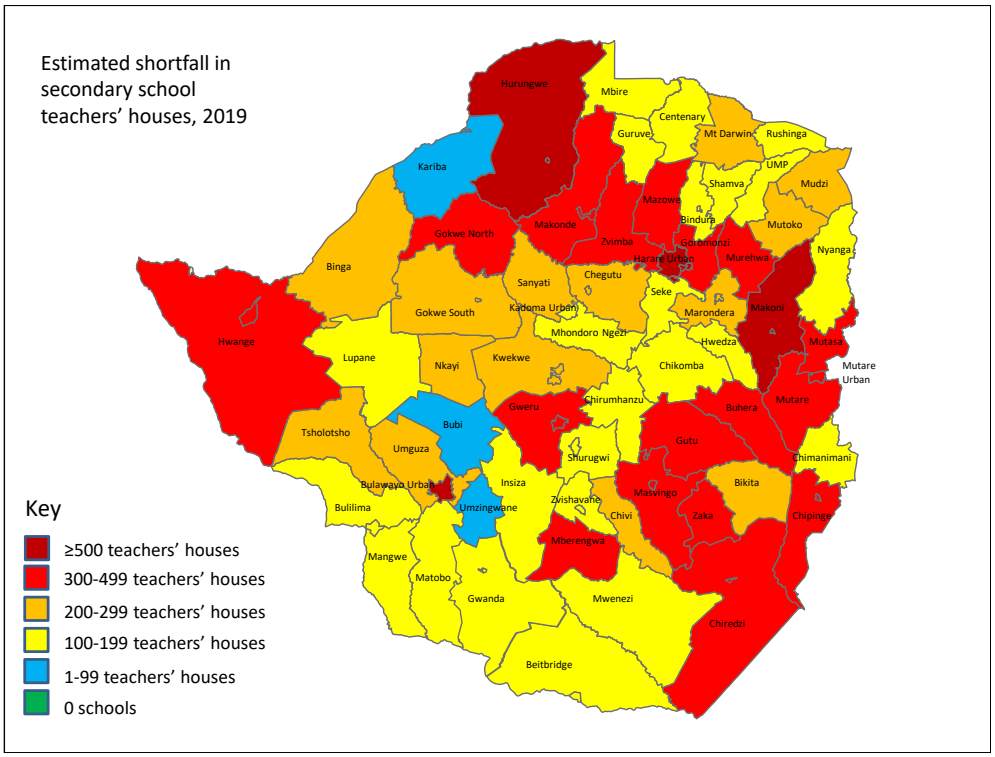

Figure 7.8 Estimated shortfall in teachers' houses in secondary schools in 2019 (Source: EMIS, 2019)

7.5.6 Retirement rules and benefits

According to the Public Service Regulations, 2000, as amended, members of the civil service who were appointed before 1 May 1992 retire from service at the age 65 years and those who were appointed

after this date retire at the age of 60 years. They get their prescribed pension benefits from the GoZ, provided they were contributing to the State Service Pension Fund.

Members of the civil service who have reached 55 years may apply for early retirement and get their early retirement benefits. Those who can no longer serve because of prolonged illnesses can retire on medical grounds and get their retirement benefits. In addition to state pension benefits, members of the civil service who have attained the retirement age after serving more than 10 years are entitled to receive a retirement pension from the National Social Security Authority. Those who reach retirement age but have served less than 10 years get a retirement grant. Pension contributions to NSSA are compulsory. The monthly pension payouts received by pensioners are eroded by inflation.

7.5.7 Monitoring and evaluation of teacher quality

The Teacher Professional Standards (TPS) were developed, piloted and finalised in 2014. A manual and handbook were developed to assist in the implementation of these standards. The various supervision instruments were aligned to these standards, and an electronic version has been developed and tested. These standards cover academic professional knowledge and understanding, professional skills and abilities, and professional values and personal commitment. The TPS provides a framework to help teachers in planning and support of their long term career development[178]. The extent of the implementation of these is not known.

7.5.8 Teacher representation and voice

Teachers in Zimbabwe are represented by teacher unions. These unions are the Amalgamated Rural Teachers Union of Zimbabwe, the Progressive Teachers Union of Zimbabwe, the Zimbabwe Democratic Teachers Union, the Teachers Union of Zimbabwe, the Zimbabwe Teachers Association (ZIMTA), the Zimbabwe National Teachers Union, the Zimbabwe National Educators Union and the Zimbabwe Rural Teachers Union). ZIMTA has the biggest membership of teachers.

The teacher unions represent teachers in salary and conditions of service negotiations at ministerial level. At Apex level (the Civil Service Apex Council is the umbrella body for civil servants' organisations in salary negotiations with the government), their representatives join other staff associations to negotiate with government officials for the improvement of civil servants' salaries and working conditions.

7.5.9 School leadership

MoPSE and the public at large have been concerned about the calibre of some school leaders who were not effective and efficient in the execution of their duties as reported in various local print media (The Sunday Mail, The Herald, The Chronicle, The Manica Post, News Day, Daily News and others). Cases of deteriorating educational standards, misappropriation of school funds, improper association with learners, teacher and learner indiscipline, and poor leadership at some schools were on the increase prompting the Ministry to come up with several training interventions on syllabus interpretation, CBC, continuous assessment discipline handling, financial management training, school leadership training and others.

[178] MoPSE (2015) Handbook on Teacher Professional Standards

The Ministry has realised that there is a significant number of senior teachers who lead schools in acting capacities as Heads and Deputy Heads. The Ministry introduced an annual national promotion exercise targeting heads and deputy heads to close this gap. A total of 1,565 heads and deputy heads were promoted on merit in the first quarter of 2020. All similar vacancies will be identified and filled in future.

Female teachers and others occupying administrative posts in the Ministry who are eligible for promotion to the posts of Deputy School Head, School Head, Schools Inspector, Research Officer, District Schools Inspector, Deputy Provincial Education Director, Provincial Education Director, Deputy Director, Director and Chief Director are invariably encouraged to apply in each vacancy announcement or notice. They undergo the same screening processes as their male counterparts without any discrimination to select the most suitable candidate to fill the vacancies and if there are any inadvertent delays in the processing of promotions, for example, due to the Covid 19 pandemic, it affects the entire group of applicants, not just females.

However, the Ministry has observed that most promotional posts are eventually taken by males as female applicants are reluctant to apply for vacancies that exist outside their districts and provinces due to marital, health, economic, social and psychological challenges caused by working away from their homes and families. There is very little that the Ministry can do if female candidates do not apply for advertised posts.

MoPSE has also introduced leadership training and development interventions. School heads and deputy heads were recently trained on the effective implementation of the CBC, financial management, discipline, effective methods of supervision and exam administration. Comprehensive School Leadership and School Development Committee manuals have been developed to equip school leaders with the right skills to lead their schools and produce better results. Training of Trainers workshops targeting district personnel, SDC chairpersons and champion heads have already been conducted and will cascade down to cluster levels in due course. However, technical skills in ICT which are indispensable today need to be developed on a continuous basis as once off training is not adequate.

7.6 Projections of teacher supply

The following table shows the teacher supply projections for the period 2017-2023.

Table 7.11 Teacher supply projections (Source: MoHTEISTD, 2017)

	College	Capacity	2017	2018	2019	2020	2021	2022	2023
1	Belvedere	700	515	650	715	786	864	950	1,045
2	Bondolfi	630	497	560	616	677	744	818	899
3	Hillside	850	701	649	714	785	863	949	1,043
4	JM Nkomo	700	600	675	742	816	897	986	1,084
5	Madziwa	600	470	500	550	605	665	731	804
6	Marymount	770	517	700	770	847	931	1,024	1,126
7	Masvingo	700	576	600	660	726	798	877	964

	College	Capacity	2017	2018	2019	2020	2021	2022	2023
8	Mkoba	720	563	608	668	734	807	887	975
9	Morgan ZIN	570	464	484	532	585	643	707	777
10	Morgenster	560	490	336	369	405	445	489	537
11	Mutare	840	665	734	807	887	975	1,072	1,179
12	Nyadire	550	353	423	465	511	562	618	679
13	Seke	730	610	650	715	786	864	950	1,045
14	UCE	810	730	732	805	885	973	1,070	1,177
Total		9,730	7,751	8,301	9,128	10,035	11,031	12,128	13,334

The teacher supply projections for the years 2017, 2018 and 2019 were below the 9,730 combined capacities of all the teachers colleges by -20 percent, -14.7 percent and -6 percent respectively. However, the statistics denote a gradual increase in the projected teacher supply over the three years towards the full capacities of the teachers' colleges. The projected teacher supply for 2020, 2021, 2022 and 2023 exceeds the combined teachers colleges capacities by 3 percent, 13.4 percent, 24.6 percent and 37 percent respectively indicating an annual increase of more than 10 percent for this four-year period. A total of 71,708 teachers are expected to graduate during the period 2017-2023. This figure will greatly reduce the Ministry's need for teachers for the full implementation of the CBC in most learning areas provided the teacher-learner ratios remain static and teachers are employed.

7.7 Factors affecting teacher demand

7.7.1 Teacher attrition

Teachers have been leaving work for various reasons over time. These reasons are summarised in the following table. The main challenge with a high level of teacher attrition is that learners are often at a disadvantage when there is a lag in the appointment of another teacher. It is always in the interest of the government to ensure that teacher attrition is kept to a minimum. However, there are reasons for teacher attrition over which the government has no control. In the year 2019, a total of 7,307 teachers left their jobs. The reasons are transfer and regrading (63 percent), retirement (12 percent), resignation (11 percent), death (6 percent), other (4 percent), discharge (2 percent) and abscondment (2 percent). The table below shows the number of teachers who left in 2019 by reason for leaving.

Table 7.12 Reasons for teacher attrition in 2019 (Source: EMIS, 2019)

Reason for Attrition	Females	Males	Total
Abscondment	35 (1%)	87 (3%)	122 (2%)
Death	192 (5%)	220 (6%)	412 (6%)
Discharge	49 (1%)	127 (4%)	176 (2%)
Other	160 (4%)	144 (4%)	304 (4%)
Resignation	358 (9%)	468 (13%)	826 (11%)

Reason for Attrition	Females	Males	Total
Retirement	430 (11%)	466 (13%)	896 (12%)
Transfer and regrading	2,609 (68%)	1,962 (56%)	4,571 (63%)
Total	3,833 (100%)	3,474 (100%)	7,307 (100%)

The following figure shows the trend in teacher attritions from 2015 to 2019. The main reason for teacher attrition from a school is transfer and regrading. This constituted 62.6 percent of teacher attrition from a school in 2019. There has been an increase in this since 2017. The reason for this has been the numbers of teachers that have been pursuing and acquiring additional higher qualifications for their fields and other fields. This has made them eligible for transfer in such fields and lectureship posts at teacher training colleges. The teachers then want to change jobs as the salaries and benefits remain the same if they stay in the same job. There was a peak in the retirement of teachers in 2017. The next most common reason for teacher attrition is resignation (11.3 percent in 2019).

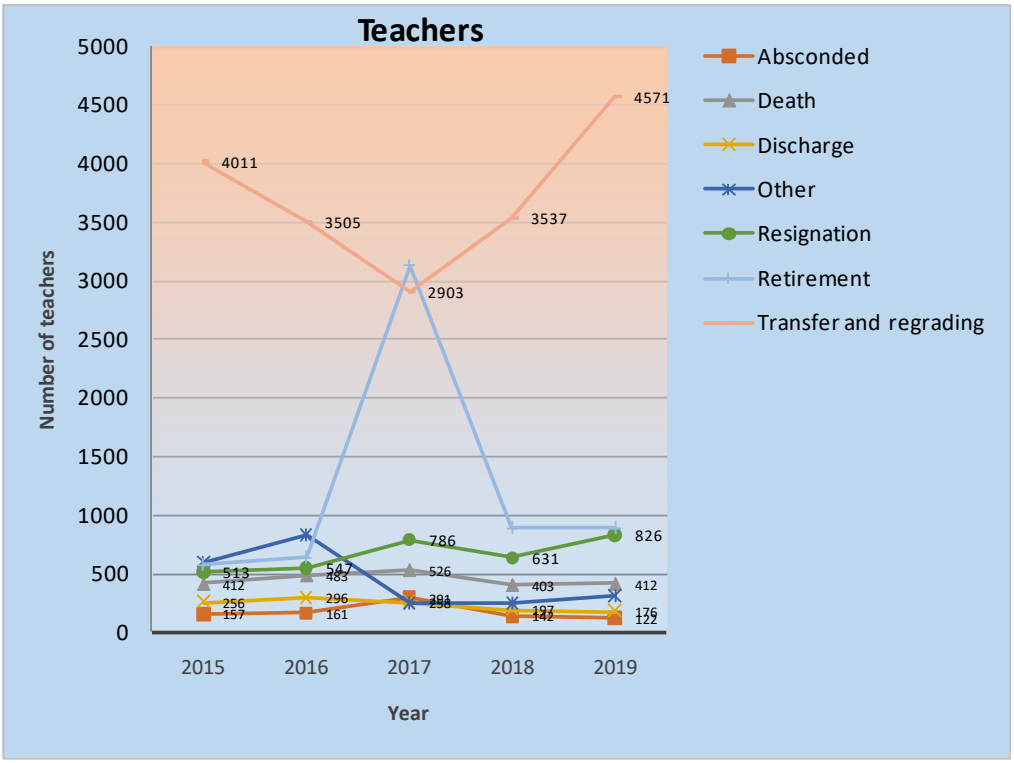

Figure 7.9 Teacher attrition and reasons by year (Source: EMIS, 2015-2019)

7.8 Projections of teacher demand

The following table shows the estimates of teachers that are needed currently and those that are needed in 2025. These estimates are based on a number of assumptions:

- The population projections are correct (these are based on ZIMSTAT estimates)
- That all children are in school
- That the recommended PTRs for each school level are followed
- The number of teachers reflects the core teachers (i.e. it does not include 'extra' teachers e.g. sports teachers, language teachers, ICT teachers, non-teaching school heads and deputy heads)

- For the estimates using only children in school, the percentage in school is based on the percentage in school in 2019 (actual in school compared to the population projection in 2019)

Table 7.13 Projections of teachers needed in 2015 based on 2019 population projections (Source: EMIS, 2019; ZIMSTAT projections)

	2019	2020	2025
Population projection of learners (ZIMSTAT population projections)			
ECD	911,381	931,689	1,030,022
Grade 1-7	2,897,938	2,958,519	3,266,856
Forms 1-4	1,459,926	1,491,751	1,657,213
Forms 5-6	672,228	689,456	772,473
TOTAL	5,941,473	6,071,415	6,726,563
Learners	Actual in school	Estimate in school	Estimate in school
ECD	652,213 (71.6%)	666,743	737,116
Grade 1-7	2,789,692 (96.3%)	2,905,372	3,144,829
Forms 1-4	1,024,424 (70.2%)	1,068,187	1,162,859
Forms 5-6	100,457 (14.9%)	103,664	115,438
TOTAL	4,566,786	4,761,712	5,160,242
Teachers based on Ideal ratios for population projection			
ECD (20:1)	45,569	46,584	51,501
Grade 1-7 (40:1)	72,448	73,963	81,671
Forms 1-4 (33:1)	44,240	45,205	50,219
Forms 5-6 (20:1)	33,611	34,473	38,624
TOTAL	195,868	200,225	222,015
Teachers based on Ideal ratios for estimate in school			
ECD (20:1)	32,611	33,337	36,856
Grade 1-7 (40:1)	69,742	71,200	78,621
Forms 1-4 (33:1)	31,043	31,720	35,238
Forms 5-6 (20:1)	5,023	5,152	5,772
TOTAL	138,419	141,409	156,487

Based on the population projections for 2019, the ideal number of teachers for 2019 is 195,868. The current number of teachers in schools in 2019 is 139,616. The ideal number of teachers for 2025 is 222,015 This would be an increase of 82,399 teachers. The current estimated number of teachers graduating every year (in 2019) is 9,677. Even if no teachers were to leave the system, there is not enough capacity to train the teachers that will be needed. The number of teachers that will be needed by 2025 is 156,487.

The current MoPSE estimates in 2019 of required estimates of teachers to implement the new CBC is 197,000. This takes into account the new subjects and Pupil to Teacher ratios required for teaching these subjects.

7.9 Inter-ministerial coordination

Officials from MoPSE's Curriculum Development and Technical Services (CDTS) have been constantly engaging their counterparts at MoHTEISTD on how to improve the teacher training programmes at teachers colleges so that they dovetail with the requirements of the competence based curriculum. According to the MoHTEISTD the teachers' colleges have revised both their pre-service and in-service

teacher training syllabi to suit the CBC requirements and the teacher training programmes focusing on the new learning areas commenced in 2018. One of the activities of the 2018 JSR aide memoire was the setting up of an inter-ministerial committee to facilitate the coordination between MoPSE and MoHTEISTD. This committee was set up in August 2019, indicating that there is still a way to go with inter-ministerial coordination.

7.10 Accountability and performance management of teachers and schools' managers

The performance of school managers and teachers is monitored through the Integrated Results Based Management (IRBM) system. The IRBM system of MoPSE uses two key documents, namely, the Ministry Integrated Performance Agreement (MIPA), which is a performance agreement between the Permanent Secretary and the Office of the President and Cabinet, as well as the Department Integrated Performance Agreement (DIPA) which is a performance agreement between departmental heads and the Permanent Secretary.

The school managers and teachers fall under the Primary, Secondary and Non-Formal Education (PSNE) Department. Hence, the individual performance agreement plans for school managers at head office are drawn from the PSNE DIPA. The provinces and districts use the DIPA to come up with their provincial and district operational plans (POPs and DOPs) from which the provincial and district school managers draw their individual performance plans. The school heads' and teachers' individual performance agreement plans are drawn from the district operational plans.

Teachers are accountable to school heads, hence, they enter into annual performance agreements with their heads soon after the schools open in January every year. The school heads are accountable to the District Schools Inspectors (DSIs) so they agree with their district leaders on annual performance targets. The DSIs enter into performance agreements with their Provincial Education Directors (PEDs) which they report by mid-January each year and the PEDs agree with the Chief Director PSNE whom they are accountable to on annual performance targets during the same period.

The performance of teachers, school heads and all school managers is reviewed by the first week of every quarter of the year that is in April, July and October where their performance targets might be adjusted if need be. The appraisees are informed how they are performing vis-a-vis their set of performance targets during these reviews. The final performance rating, based on each individual's ability to meet the agreed targets, is conducted at each level in December when the completed IRBM forms and the performance validation reports are submitted to the Training and Performance Appraisal division at Head Office for consolidation.

The performance management system is sometimes vitiated by the central tendency approach adopted by some school heads who award the same score to both low-performing and high-performing teachers which might demotivate high performers. Another flaw is that the performance management system is not currently tied to any economic benefits like performance related pay to motivate the teachers to high performance. It is only useful to candidates who apply for promotional posts at various levels.

In an effort to achieve its national vision of becoming an upper middle income economy by 2030, GoZ has introduced a whole government performance management system where the performance of staff in all departments or divisions is linked to the programmes and sub-programme budgets in line with the national outputs and outcomes. The national outputs and outcomes are broken down and then cascaded down sectorial, ministerial, departmental and divisional levels. This holistic approach to performance management is intended to promote accountability, transparency, efficiency and easy online performance monitoring. Currently this new system is being implemented at departmental level at Head Office targeting senior managers (chief directors) but it will be implemented at lower levels in due course.

7.11 Teachers' welfare

Economic decline has negatively impacted on investments and availability of resources for schools, payment of teachers' salaries and grants for more marginalised community schools. It is widely noted that if increased focus is put on motivation of teachers, providing learning materials and improving infrastructure, learning outcomes can improve in Zimbabwe. However, poor salaries have contributed to low morale of teachers. In fact, they are dissatisfied with the current conditions of services. Although there has been no outright strike, the "incapacitation" tactics can contribute to deterioration of the quality of education. The many teacher organisations, associations and unions have continuously raised red flags over the teachers' welfare being compromised for too long. During the Ministry's 2020 strategic planning workshop, the current Minister of MoPSE has reiterated that the welfare of teachers should be addressed if they are to effectively deliver on their mandate.

The Ministry and Teacher Unions hold consultative meetings on a regular basis to discuss ways to improve the teachers' welfare. Some of the teachers' welfare issues that have been recently tabled for discussion by the Teacher Unions include the prioritisation of both Teachers' and Learners' safety under the Covid 19 pandemic by providing them with adequate PPE. They also requested the provision of subsidised transport for both teachers and learners to and from school especially in urban areas.

The Teacher Unions have also raised remuneration based sentiments such as the payments of teachers' salaries commensurate with interbank rate, education sector specific allowances for HODS, TICS, senior teachers, 'A' level teachers and specialist teachers, acting allowances, examination management allowances, the review of rural allowances, travel and subsistence for teachers on official duty as well as the reinstatement of non-formal education claims. Additionally, the Teacher Unions have been lobbying for the empowerment of teachers through entrepreneurial support.

Other issues raised by Teacher Unions include the finalisation of the Teaching Professions Council, teachers' vacation leave, teachers' transfers, teachers' health and safety when on duty, transparency in promotions, clarity on holiday duty for teachers, free education for the teachers' children, reduction of workloads, working hours and high teacher-pupil ratios.

Furthermore, they tabled for discussion the regrading of teachers, the teachers' accommodation and the provision of land for residential purposes as well as the importation of vehicles for teachers duty free.

7.12 Summary of Key Points

- The calculated PTRs and PCRs do not represent the situation on the ground
- There is an urgent need to increase the number of ECD and special needs teachers

- There is a need to prioritise and standardise the orientations and induction of teachers at district and school levels
- NAPH and NASH design, implement and fund staff development
- Teachers' colleges are currently producing between 9,000 and 10,000 graduates a year. The colleges have a capacity to produce 9,730 graduates a year
- There is a shortage of teachers trained in STEAM and the new areas of the curriculum
- The numbers of schools has increased but there has not been a corresponding increase in the DET for school heads and deputy heads
- MoPSE estimates that there is a need for 197,000 teachers to implement the new CBC. The number of teachers in 2019 is 139,616. MoHTEISTD does not have the capacity to produce the required number of teachers
- Only 17.2 percent primary school teachers and 9.4 percent of secondary school teachers received in-service training in the last two years
- Pensions of retired teachers have been eroded by inflation
- In 2019, teachers' unions have been cited 'incapacitation' and have adopted a go-slow in schools, which has affected the quality of education
- Teacher Professional Standards developed in 2014 and since then have been used in the monitoring of teacher quality and professional development planning of teachers
- The Teacher Professions Council Bill is in draft form and is awaiting validation
- IRBM uses two key instruments (MIPA and DIPAs) for monitoring and planning of MoPSE activities, which is cascaded down to the schools and teachers through the province and district structures
- An inter-ministerial committee was formed in 2019 to improve collaboration between MoPSE, MoHTEISTD and teachers' colleges

7.13 Recommendations

- The original objectives of the Better Schools Programme Zimbabwe (BSPZ) should be realigned to the vision of the Ministry as the vehicle for the activities of the National Association of Primary Heads and the National Association of Secondary Heads for designing, implementing and funding staff development. This should be formalised with a monitoring, auditing and reporting structure. The methodology for calculating PTRs and PCRs needs to be addressed to reflect the true situation on the ground
- There is a need for systematic continuous training and development of teachers, including in the areas of verbal and written communication, new knowledge and teaching technologies, technical competencies and the new curriculum. There needs to be an established five year plan for in-service training. This needs to be implemented and monitored and coordinated with MoHTEISTD
- MoPSE needs to advocate with MoFED and the Public Service Commission for an increased budget for teachers' salaries and an increase in the number of teachers. There needs to be an increase in the DET for school heads and deputy heads
- The Teacher Professional Standards, developed in 2014, needs to be further enhanced and continuous training in these standards carried out and the activities required by these standards undertaken regularly
- Finalise the Teacher Professions Council Bill for enactment

- MoPSE's continuous advocacy for teachers’ salaries and welfare of currently employed and retired teachers with MoFED and PSC
- Establish the reasons for the increase in transfers and regradings from 2017 onwards
- Inter-ministerial coordination to further align teacher-training with the new curricula
- Increase in the training of teachers in general and in the areas in which there is a shortage of teachers (e.g. STEM and ECD) and the capacity of teachers' colleges be increased

8. Learners' Safety, Health and Welfare

8.1 Introduction

This chapter should be read in close conjunction with chapter five i.e. analysis of access, equity and quality. Some of this chapter's sections also relate to ESA chapters on curriculum and infrastructure. Much of the content and issues referred to in this chapter relate to specific measures GoZ has introduced to mitigate impacts of geographical and socio-economic inequalities.

The sections below include relevant policy initiatives and the benefits and challenges to implementation activities. This chapter is structured in accordance with the following two main sections: child safeguarding, comprising school-related gender-based violence (SRGBV) and positive approaches to discipline; support for learners' health and welfare, comprising school feeding, menstrual hygiene management (MHM), G&C and DRM. It concludes with a summary of key points, followed by tentative recommendations.

8.2 Child Safeguarding

8.2.1 Background

The Constitution of Zimbabwe[179] makes highly relevant provisions for the protection of children, such as: the State must adopt reasonable policies and measures to ensure the best interests of children concerned are paramount; the State must adopt reasonable policies and measures, within the limits of the resources available to it, to ensure that children enjoy appropriate care when removed from the family environment; children are protected from maltreatment, neglect and any form of abuse.

For at two least two decades, MoPSE has put in place directives and policies to protect children. These include: Secretary's Circular Number 5 of 2000[180]; Secretary's Circular Number 23 of 2005[181]; Secretary's Circular Number 49 of 2007[182]; Secretary's Circular Number 27 of 2008[183], which aim to prevent and address SRGBV.

8.2.2 Nature and Extent of School-Related Gender-Based Violence

The GPE and United Nations[184] define school-related gender-based violence (SRGBV) as:

> "...acts or threats of sexual, physical or psychological violence occurring in and around schools or on the way to school. SRGBV can take the form of psychological, physical or sexual violence against girls and boys in and around and while on the way to and from school. SRGBV includes explicit threats or acts of physical violence, bullying, verbal or sexual harassment, non-consensual touching, sexual coercion and assault and rape. Other

[179] Government of Zimbabwe. (2013). Constitution of Zimbabwe (Amendment) No. 20 Act. 2013
[180] Ministry of Primary and Secondary Education. (2000). Secretary's Circular Number 5 of 2000 - Prevention and Management of Child Abuse Cases
[181] Ministry of Primary and Secondary Education. (2005). Secretary's Circular Number 23 of 2005 - Guidelines on the Implementation of the Guidance and Counselling Programme
[182] Ministry of Primary and Secondary Education. (2007). Secretary's Circular Number 49 of 2007 - Response to Increasing Bullying in Schools
[183] Ministry of Primary and Secondary Education. (2008). Secretary's Circular Number 27 of 2008 - Compulsory Establishment of Child Abuse Prevention and Management Reporting Structures
[184] Global Partnership for Education, United Nations Girls' Education Initiative, UNICEF. (2017). Guidance for Developing Gender-Responsive Education Sector Plans

> implicit acts of SRGBV stem from everyday school practices that reinforce stereotyping and gender inequality, and encourage violent or unsafe environments..." (page 29).

SRGBV includes bullying, which is an issue of global concern and may occur through physical, verbal, social and electronic means. In 2014, the United Nations General Assembly adopted Resolution 69/158 on protecting learners from bullying. This resolution highlighted that bullying, including cyberbullying, may include violence and aggression and can have negative and long-term effects on learners. It also noted that bullying is often associated with discrimination and stereotyping of learners in vulnerable situations. MoPSE[185] has defined bullying as follows:

> "Bullying is an ongoing misuse of power in relationships through repeated verbal, physical and/or social behaviour that causes physical and/or psychological harm." (page 39).

Verbal abuse by both teachers and learners, and bullying among learners is common in most of the schools that were visited in a study by MoPSE[186]. SRGBV may occur on the way to and from school and can be perpetrated by teachers, school staff, students and community members[187]. A study for CAMFED covering Tanzania, Zambia and Zimbabwe reported occurrences of sexual abuse and violence in school and on the way to school, including physical punishment by teachers and sexual teasing and harassment by boys and teachers. These were cited as having a negative impact on girls' attendance and their ability to study in school. Reducing SRGBV in and around schools is crucial for improving girls' safety and security. The report further found that, due to poverty and long distances to school, some girls out of financial desperation, engage in transactional sex with bus drivers in exchange for free transport to school.

The majority of girls stated in the aforementioned study that they feel relatively safe in school. However, in some cases, this may be because they accept bullying, physical punishment and forms of sexual abuse as "normal" behaviour. This may reflect the frequency and social acceptance in some environments of such behaviour, with gender bias manifesting a range of norms and practices that lead to negative behaviours towards girls.

Furthermore, the aforementioned study noted that in all three countries of its focus, not all girls are clear about what constitutes SRGBV. For example. Whilst they may understand that rape is wrong and would usually report it, they often tolerate teasing, sexual innuendoes and touching as something they have to endure. The report further states that teachers were sometimes reported to be the perpetrators of sexual abuse and exploitation. A serious SGBV issue of male teachers coercing female learners into sex was identified in a number of schools in Zimbabwe[188].

MoPSE[189] found frequent cases of sexual and physical abuse of girls. For example, learners reportedly engage in sexual activities starting from pre-teenage years, due to social and financial pressures

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[185] Ministry of Primary and Secondary Education. (2019). Practical Inclusive Education Handbook for Primary & Secondary Schools

[186] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme

[187] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report

[188] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report

[189] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme

including lack of parental guidance. Some schools reported learners attend school showing signs of abuse from home including sexual abuse, physical abuse, emotional abuse and being denied food. It also found cases of verbal abuse by both teachers and learners, and that bullying among learners was common in most of the schools visited.

Informal boarding or "bush boarding" is contributing to physical and sexual abuse of learners[190]. The cost of conventional boarding schools is too high for many parents to afford. This has led to use of informal boarding facilities, a situation where children utilise available facilities close to school such as shopping centres. This causes risks to learners' safety and protection and can result in SRGBV.

The ownership of a school, such as government, private or church schools, may determine the existence and nature of school-based policies related to SRGBV. The influence of the Zimbabwe Catholic Bishop's Conference in Catholic schools[191] is positive, in this regard.

Below, some of the policy and programmatic responses to sexual and physical abuse and bullying are indicated.

8.2.3 Responses to School-Based Gender-Related Violence

At policy level, values of the SHP include prevention of violence and abuse in educational settings, and ensuring all learners are protected from all forms of physical, sexual, and emotional violence and abuse, neglect or negligent treatment, maltreatment or exploitation. Objectives of the SHP include the promotion of safe school environments.

Nationally, the Victim Friendly System consists of multi-sectoral partners including the Zimbabwe Republic Police, the Ministry of Justice and Legal Affairs and MoPSLSW to create a conducive environment for efficient and effective management of child sexual abuse cases within the legal process. Central to this is the 2012 Multi Sectoral Protocol on the Management of Child Sexual Abuse, which is underpinned by international and regional instruments such as the United Nations Convention on the Rights of the Child and the African Charter on the Rights and Welfare of Children. Although the Protocol provides a framework for child protection in Zimbabwe, it requires systems-strengthening to ensure adequate human and financial resources, accountability, management information systems, and a monitoring and evaluation system[192]. The Victim friendly Unit of the national police service conducts awareness campaigns, informs victims and survivors of the procedures to follow after incidences of abuse, and encourages the formation of Child Protection Committees in schools.

The police are reportedly involved in cases of sexual abuse in schools and appropriate referrals made within 72 hours for medical care, although some schools do not refer cases of sexual abuse to a medical clinic[193]. In dealing with abuse, some teachers are afraid to forward to the police cases reported to

[190] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme

[191] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[192] Kudakwashe, E (2016) Review of Protocol for the Multi-Sectoral Management of Child Sex Abuse in Zimbabwe, International Journal of Physical and Social Sciences

[193] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

them by learners[194], or to testify and take part in courts' legal proceedings against alleged perpetrators due to fears of retribution. Some relatives and community members protect perpetrators by providing ransom payments in cases of rape, other forms of sexual abuse and bullying[195]. Child Protection Committees tackle SRGBV issues by obtaining information and reporting to schools, which may carry out investigations to verify authenticity of cases. Abuse cases that come to light are usually reported by schools to the police.

Teachers also play a critical role in studying their pupils to search for any unusual behaviour. Minor cases of bullying in schools are handled by the appropriate authority in school, such as G&C teachers, other teachers, or school administration. In a recent study by UNICEF and MoPSE[196] found that almost 90 percent of learners who feel unsafe or threatened report it to a teacher and over a third to a head teacher. Almost 20 percent report it to a member in school of the Child Protection Committee. Table 8.1 below is taken from the aforementioned report.

Table 8.1 Reporting Abuse (from UNICEF; Ministry of Primary and Secondary Education. (2020). Zimbabwe Longitudinal Study into Survival and Dropout - midline report

		Count	Percent
Do you know who to talk to when you feel unsafe or threatened in school?	Yes	2,151	90.50percent
	No	226	9.50percent
	Total	**2,377**	**100.00percent**
Is this person a:			
• **Teacher**	Yes	1,886	87.68percent
• **Head teacher**	Yes	814	37.84percent
• **Child protection committee member in the community**	Yes	245	11.39percent
• **Child protection committee member in the school**	Yes	396	18.41percent
• **Community leader**	Yes	226	10.51percent
• **Parents/guardians**	Yes	1,196	55.60percent

Some CAMFED-supported schools in Zimbabwe reported the use of suggestion boxes, which encourage reporting as it allows for anonymity. However, reporting SRGBV seems to be problematic and abuse is not reported until it becomes serious, such as rape[197]. CAMFED's Zimbabwe Girls' Secondary Education project has undertaken enhanced safeguarding measures for learners affected by extremely long distances to school, including provision of bicycles and grants to support improvement of accommodation facilities.

[194] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[195] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[196] UNICEF; Ministry of Primary and Secondary Education. (2020). Zimbabwe Longitudinal Study into Survival and Dropout - midline report

[197] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report

The role played by the DREAMS (Determined, Resilient, Empowered, AIDS-free, Mentored and Safe) project implemented by the international NGO FHI 360 has been acknowledged[198]. DREAMS contributed to capacity-building of teachers in six districts to deliver modules on gender-based violence and life-skills[199]. However, it was noted that there is urgent need to further capacity-build teachers. There is also need to mainstream DREAMS' best practices throughout the education system[200]. The first Joint Monitoring Report of 2019 noted that schools utilise nurses and local headman and councilors to help manage bullying, and that the main learner welfare issues are reportedly addressed through G&C Committees and Child Protection Committees**.**

The Forum for African Women Educationalists, Zimbabwe Chapter (FAWEZI) is working with 10 schools to pilot the United Nations Girls' Education Initiative's Whole School Approach (WSA), which involves a range of stakeholder groups including learners, parents, education staff, community members, and MoPSE officials to prevent and respond to SRGBV. The Minimum Standards of the WSA are built on the following eight domains:

- Effective school leadership and community involvement
- Establishing and implementing a code of conduct
- Capacity building of teachers and educational staff
- Empowering children on child rights, participation, and gender equality
- Improving reporting, monitoring, and accountability
- Addressing incidents of violence
- Strengthening physical learning environments
- Engaging parents

The WSA includes collecting and using evidence from these various domains to enable stakeholders to address and change drivers of SRGBV, such as normalisation of violence and gender discriminatory behaviour. FAWEZI has undertaken training of stakeholders in the WSA, facilitated meetings for learners, schools and communities on SRGBV and conducted campaigns and dialogues in communities on addressing issues of abuse and violence against women and girls. It also supported training of G&C teachers, heads and DEOs on child safeguarding and national case management on the welfare and protection of children in Zimbabwe.

8.2.4 Positive approaches to discipline

Corporal punishment may be defined as any punishment in which physical force is used and intended to cause some degree of pain or discomfort (UN Committee on the Rights of the Child, 2006). In 2017, Zimbabwe's High Court issued a landmark ruling outlawing the beating of children at school and in homes, insofar as it was unconstitutional under the new Constitution and at odds with international legal instruments. This followed a previous judgement by the High Court, which

[198] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[199] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[200] RHRN Working Group on ZSHP. (undated). 10 Recommendations from the School Health Coordinators Orientation on ZSHP: 6 provinces from Zimbabwe

ruled out the caning of juveniles. However, UNICEF[201] has noted that corporal punishment remained widespread in the education system, as have other stakeholders[202].

Within SADC and further afield in Africa, , Burundi, Eswatini, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Namibia, Rwanda, Seychelles, South Africa, Uganda, and Zambia have outlawed corporal punishment in schools. In Zimbabwe, the 2020 Education Amendment Act, which came into force on 6 March 2020, explicitly states that under no circumstance is a teacher allowed to beat a child (over two decades ago Secretary's Circular Number 35 of 1999 had explicitly stated that the girl-child should not be subjected to corporal punishment[203]). The aforementioned Act also states that every school should draw up a disciplinary policy and that such a policy shall not permit any treatment which does not respect the human dignity of a pupil, or amounts to physical or psychological torture, or to cruel, inhuman or degrading treatment or punishment. It also states that disciplinary measures must be moderate, reasonable and proportionate in light of the conduct, age, sex, health and circumstances of the learner.

A recent report by UNICEF and MoPSE[204], prior to the 2020 Education Amendment Act, found that over 20 percent of learners were hit or punched by a teacher (Table 8.2 below). The report also found that of those 20 percent, over two-thirds had been hit or punched between one and four times.

Table 8.2 Corporal punishment in school (from UNICEF; Ministry of Primary and Secondary Education. (2020). Zimbabwe longitudinal Study into survival and dropout - midline report

		Count	Percent
In the past twelve months has a teacher at your school, ever hit or punched you	Yes	495	20.80%
	Total	2,377	100.00%
How many times has this happened?	1 to 4 times	334	67.50%
	5 to 10 times	99	20.00%
	More than 10 times	17	3.40%
	Don't know	44	8.90%
	Declined to answer	1	0.20%
	Total	495	100.00%

MoPSE found most schools had made efforts to replace corporal punishment with manual labour as a form of punishment, such as picking litter, watering the school garden, cleaning toilets and classrooms,

[201] UNICEF. (2019). Prohibiting Corporal Punishment in Schools
[202] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme
[203] Ministry of Primary and Secondary Education (1999) Secretary's Circular Number 35 of 1999 Discipline in Schools: Suspension, Exclusion and Corporal Punishment
[204] UNICEF; Ministry of Primary and Secondary Education. (2020). Zimbabwe Longitudinal Study into Survival and Dropout - Midline Report

digging holes, filling potholes, watering gumtrees, working on the school farm and carrying sand[205]. The UN Committee on the Rights of the Child states that non-physical forms of punishment can also be cruel and degrading and thus incompatible with the Convention. These include punishment which belittles, humiliates, denigrates, scapegoats, threatens, scares or ridicules the child. The aforementioned report for CAMFED in three SADC countries, including Zimbabwe, noted that in cases such as these the majority of girls do not always feel they are listened when raising concerns, because the punishment is given by teachers[206]. It also stated that physical punishments and cases of physical and psychological abuse were prominent in schools possibly because it is assumed to be "normal".

A recent stakeholders' workshop noted that schools should not create situations where learners are shamed or humiliated and recommended schools should develop comprehensive programmes for positive discipline[207]. MoPSE has also recommended development of positive discipline approaches[208].

Secondary students in the IGATE-T midline reported the frequent use of physical punishment at school and indicated that this is a barrier to a conducive learning environment. The midline evaluation of IGATE-T highlighted that some schools are requiring students to walk great distances to collect water and that this has been linked to increased violence towards girls.[209] Over 75 percent of the girls sampled travel for more than 30 minutes to get to school each day. This time is greater for secondary school students than primary school students. It was found that safety on the trip to school is a major barrier for girls. The distance to school is also an issue for girls and boys with heavy household chore burdens. These girls are chronically late, resulting in them missing classes in the morning and being punished by teachers. The CAMFED baseline study confirmed the violence against children (VAC) in schools, with 87 percent of the marginalised girls saying that they felt unsafe in school.[210] They raised issues of corporal punishment, child protection and safety in schools. Teachers were also reported to be the perpetrators of sexual abuse and exploitation. Both the IGATE-T baseline report and the CAMFED reports brought up that girls and boys are not sure what Sexual and Gender Based Violence (SGBV) is, what acceptable behaviour is and how to deal with unacceptable behaviour and where to report it. The acceptance of SGBV is often rooted in community based socio-cultural norms and religious beliefs.[211]

[205] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme.
[206] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report
[207] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline
[208] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme
[209] Limestone Analytics. (2020). GEC-T Zimbabwe. IGATE-T Midline Evaluation of IGATE-T. External Evaluator Report
[210] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report
[211] Limestone Analytics. (2018). GEC-T Zimbabwe. IGATE-T Baseline Report

Recent work looking at the violence and abuse of children during the Covid-19 pandemic lockdown saw increases in the cases of violence and abuse against children, with most of the children being unable to access child protection services[212].

A number of countries in Africa have developed approaches to positive discipline, including Kenya and Namibia. Positive discipline uses non-violent processes to achieve behavioural change by perpetrators such as: considering the effects of unacceptable behaviour; identifying alternative appropriate behaviour; demonstrating an understanding of why the preferred behaviour is important[213]. Research from UNICEF and World Vision show that positive discipline results in better behaved, healthier, and happier children. In Zimbabwe, positive discipline methods such as positive behaviour support, communication about positive discipline issues, positive behaviour reinforcement, and positive behaviour modelling have all been linked to better behaved learners[214]. UNICEF is working with MoPSE to pilot the Connect with Respect Initiative, a curriculum-based approach to foster positive relationships between learners and teachers and reduce SRGBV.

8.3 Support for Learners' Health and Welfare

8.3.1 School Feeding

Background

The current policy environment for learners' nutrition and health is the School Health Policy (SHP). It is a key policy document in the provision of comprehensive school-based health and welfare services, and is part of the national implementation of the SADC Care and Support for Teaching and Learning (CSTL) initiative[215]. The SHP was jointly launched by MoPSE and MoHCC in 2018. MoPSE is accountable for the implementation of the SHP aspects related to health education, Guidance and Counselling, disaster risk reduction and school feeding, while MoHCC leads on the provision of school health, with collaboration from the National AIDS Council (NAC). The Policy identifies health among the key prerequisites for regular school attendance, retention and completion rates and positive learning outcomes. In promoting both physical and mental health, its objectives are to: improve access to and use of health and nutrition services at school; provide opportunities for physical education and recreation to enable access of young people to constructive activities and strengthen school programmes for counselling, social support and mental health promotion.

A key aspect of the SHP is the school health package as standard school-based health provision irrespective of schools' location, ownership, or status. The school health package focuses on prevention, detection, and control of communicable and non-communicable diseases, as well as promotion of health and nutrition. All schools are expected to uphold the principles of disability friendliness and gender equity.

The Home-Grown School Feeding Programme

The Home Grown School Feeding approach, as adopted by the African Union clearly defines the role of different sectors, including the local communities, in sustainable interventions for its multifaceted benefits to be achieved as follows:

[212] Child Rights Coalition of Zimbabwe. (2020) Child Rights and Protection Assessment (CRPA). Covid-19 Pandemic April-June 2020

[213] UNICEF. (2019). Prohibiting Corporal Punishment in Schools

[214] UNICEF. (2019). Prohibiting Corporal Punishment in Schools

[215] Southern African Development Community. (2015). SADC Policy Framework on Care and Support for Teaching and Learning

- Improved school attendance, retention and completion rates
- Better health and nutrition status for learners
- Enhanced livelihoods for local smallholder farmers and the agro-processing value chain (through supply contracts to provide food items to schools as opposed to the practice of donations and food handouts)
- Increased employment opportunities, particularly for women and youths

School feeding is already incorporated into the National Food and Nutrition Policy, the School Health Policy, Agriculture Policy and the Social Protection Framework. Therefore, a separate school feeding policy is deemed unnecessary. These documents need to be synchronized to fulfill the sustainability elements of the home-grown approach and they require an appropriate institutional framework. For the education sector, the operational guidelines for school feeding are provided by the Permanent Secretary's Circulars and are being adapted into a booklet for use by schools.

The Home-Grown School Feeding Programme (HGSFP) is envisaged to become one of the core pillars of poverty reduction in rural, urban remote resettlement communities in the country and reflects the intention to deliver school-based health and nutrition services as mentioned in the HGSFP. It was formed specifically to address hunger amongst school children particularly the most vulnerable, but now is implemented on a universal basis amongst almost all schools.

In response to the 2015-2016 El Nino-induced drought, and following issuance of the Secretary's Circular Number 9 in May 2016, MoPSE implemented an emergency SFP from June 2016. The Circular marked the introduction of a school feeding as an emergency response mechanism and mitigation strategy. Initially targeting infant children in ECD A, ECD B, and Grades 1 and 2, the SFP was expanded to all primary day-school children. After the emergency programme was completed in April 2017, MoPSE expanded the SFP to include all primary and secondary schools. Through the Secretary's Circular Number 5 of 2019, the MoPSE has provided guidelines on how school meals should be organized, resourced, implemented, monitored and evaluated as well entrenching it as a permanent feature of school-based learners' welfare provision, including school feeding standards.

The cholera outbreak in the country in 2018 affected continuity of school feeding in some areas. School feeding that had restarted in 2019 has continued, although some schools stopped due to unavailability of grain. The United Kingdom's FCDO supported the provision of seeds to a number of primary and secondary schools, in order to assist in continuity of school feeding.

While the MoPSE works in partnership with MoPSLSW, MoHCC, the Ministry of Finance and Economic Development, Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement, the Ministry of Youth, Sport, Arts and Recreation, the Ministry of Women Affairs, Community Small and Medium Enterprise Development and other partners in oversight and provision of school feeding, the necessary synergies are yet to be institutionalised , hence the need for the technical support alluded to earlier. Such technical support will assist Zimbabwe to leap frog its implementation of HGSFP, while benefiting from countries like Kenya, Ghana, Zambia, Lesotho , among others that have been working with the World Food Programme for periods up to two decades, for some of them. The ongoing support from the Govt of Brazil and the World Food Programme will help to strengthen the coordination of the SFP is inter-ministerial and multi-sectorial, with the relevant stakeholders collaborating in the programme.

A National School Feeding Task-Force has been established which is chaired by the MOPSE, with members from the above Sectoral Ministries, UNCEF, the World Food Programme, FAO and representatives from the Zimbabwe Farmers Union, civil society representatives from World Vision International, PLAN, CAMFED and Save the Children. There are documented TORs from the Minister, with the aim of providing multisectoral reports and recommendations for the Minister to benefit from this advisory structure. Since its establishment, the Task-Force has held several meetings, however there are challenges due to the lack of institutional arrangements , including a budget for the implementation of agreed activities to generate quality recommendations to the Minister of Primary and Secondary Education. Changes in leadership in various Ministries have also slowed down its progress.

Development of a five-year costed School Feeding Strategy is underway, with support from the World Food Programme and drawing upon the experiences of Brazil. The strategy will guide the necessary inter-sectoral linkages to help ensure sustainability of school feeding within the African Union's Home-Grown School Feeding approach. With the support from UNICEF and other stakeholders, MoPSE has developed draft Food Safety Standards. There are plans in 2020 to train district staff on the Food Safety Standards so that they can cascade the same training to the districts.

Schools and local community participation are essential in the provision of school feeding. This includes school committees and associations involved in assisting the design of the SFP such as selecting appropriate food menus, providing food in-kind or through cash contributions, and volunteering for preparation and serving meals. The majority of schools have reportedly been implementing SFP for at least two years, although some schools have been implementing it for less than one year. In less than 5percent of primary schools is school feeding reportedly absent.

Benefits and Implementation Challenges of School Feeding

Cumulative findings related to SFP are drawn from the preliminary report[216] and the final report[217] of MoPSE's formative evaluation, unless otherwise stated. The aforementioned Secretary's Circular Number 9 of 2016 identified some of the perceived benefits of school feeding. These include: improved motivation and cognitive functioning, leading to enhanced learning outcomes; improved nutritional status and health outcomes; improved school attendance, retention and completion rates. School feeding provides learning opportunities in the curriculum within learning areas of agriculture, sciences and TVET. It also provides ready markets for local growers, farmers, and agro-processing activities, and hence ostensibly results in more cost-effective food provision.

The SFP has been found to be beneficial to learners' health and welfare[218]. It was especially impactful on indigent and child-headed families since it alleviated hunger among learners and should be sustained. The SFP supposedly contributed significantly in increasing enrolment, attendance, pass rates and completion rates, as well as increased motivation towards learning, participation and performance in class and co-curricular activities. However, no data was provided for any of these

[216] Ministry of Primary and Secondary Education. (2018). Preliminary Report on the 2018 Formative Evaluation of the Primary School Feeding Programme

[217] Ministry of Primary and Secondary Education. (2018). Primary School Feeding Programme Formative Evaluation Report: 2018

[218] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status

assertions. The SFP also supposedly reduced absenteeism and dropout rates, although no data was provided for these assertions.

Schools have put in place institutional arrangements for implementing SFP with committees comprising parents and teachers. Over a third of schools had initiated income-generating projects involving school gardens, poultry, and rabbits as a result of the SFP.

Not all school authorities, teachers and parents are aware of the importance of school feeding. For example, some perceived that the SFP was just an emergency response strategy to the El Nino-induced drought. School heads view the SFP as a MoPSE directive, while others view it as a progressive move that complements the broad-based competence-based curriculum. According to most school heads, parents are generally supporting SFP although almost a quarter rated parental support as poor.

Some schools reported that they were no longer implementing the SFP, due to depleted supplies of foodstuffs. Grain supply was found generally to be inconsistent. The greatest challenge for most schools is sourcing relish. Most schools were financing for their relish from their income. In dry areas, water supply was negatively affecting food production for SFP. A significant number of schools that did not have safe water sources may be drawing water from unprotected sources such as rivers and dams.

There are inadequate school-based kitchen and storage facilities and equipment, because of the large numbers of learners in schools. Cooking and serving utensils are insufficient, with challenges to food safety, hygiene and waste management[219]. Field visits by the TAT in February 2020 with MoPSE and UNICEF staff, albeit to a small number of schools that were not necessarily representative, indicated that the SFP was challenged by hygiene concerns. A Joint Monitoring Visit[220] noted that food was prepared by parents who were not medically checked to do so, and that there were no standard cooking and feeding points. The report also noted lack of balanced diets for learners and that the serving of infants occurred late in the day.

Parents are expected to make nominal payments to cover costs and in some schools only learners who were paid-up were receiving meals. Some schools were denying food to learners whose parents had not paid the levy for SFP. Some schools were levying parents considerable amounts, although the majority of schools had meagre resources at their disposal. Schools were charging different amounts for school feeding. Schools had instituted levies to support the programme, although it was noted most of the schools were collecting them outside the normal school levies structure, which raises accountability and transparency issues. Auditing of such funds may be a challenge. While the expenditure of some schools towards SFP was a few hundred dollars, some were spending over $3,000 per term.

Schools vary in implementation modalities and target beneficiaries. This is due to lack of clear policy direction, and also lack of cooperation from parents and volunteer apathy at operational level. Also, some teachers complained that SFP was interfering with their teaching duties, insofar as they were called upon to be actively involved in delivery of the SFP.

Some schools are implementing SFP at infant level and not the junior level. Some schools were feeding ECD learners only, while others were feeding infants only, although the majority of schools have all primary school learners participating in SFP. The programme was embraced more in rural schools, with

[219] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status
[220] Ministry of Primary and Secondary Education. (2019). Report Joint Monitoring Visit May 14-16, 2019.

less uptake in urban schools. SFP faces constraints such as inaccessibility of certain schools, due to their hard-to-reach geographical location.

Data could not establish any correlations between SFP and either learner participation indicators (i.e. enrolment and attendance), or school efficiency indicators (i.e. dropout rates and completion rates). Although school heads and teachers reported increases in enrolment and learner attendance as a result of introduction of SFP, the statistics they provided did not support these assertions. What they presented was based more on opinions than statistical evidence. The evaluation did not establish any meaningful relationship between school feeding with either increases in enrolments, school attendance, completion rates or reduction in dropouts. Lack of monitoring was a major setback, due to insufficient resources.

8.3.2 Menstrual Hygiene Management

Background

There is a legal obligation for government to provide menstrual facilities in schools. The Education Amendment Act, 2020[221] states that the State shall ensure the provision of sanitary ware and other menstrual health facilities to girls in all schools to promote menstrual health. MHM refers to management of hygiene associated with the menstrual process[222]**.** This includes provision of appropriate sanitary wear, adequate WASH facilities, effective pain and discomfiture management, freedom from stigma and discrimination, and availability of sufficient accurate information. These are discussed below.

Challenges to Menstrual Hygiene Management in Schools

With regard to sanitary materials, the main challenges are cost, availability, appropriateness, use and disposal. A study of Ethiopia, South Sudan, Tanzania, Uganda and Zimbabwe found menstruation materials included cloths and rags, toilet paper, magazines, cotton, pieces of mattress, leaves, tree bark, goat skin, cow dung, ash, and sand. In Zimbabwe, the same study reported usage of ash, sand, and cow dung[223]. Another study in Zimbabwe[224] found that in a quarter of schools girls used pieces of cloths during menstruation. The efficacy, safety and hygiene of these pieces of cloths were questionable and increased health risks for girls. Maintaining good sanitary hygiene is also affected by general lack of private spaces for changing, inadequate clean water supply particularly in rural areas compared to urban areas, lack of incinerators, cultural beliefs and lack of sanitary materials for emergencies in schools[225].

Regarding WASH in Schools (WinS), World Vision[226] found that over half of schools did not have access to adequate sanitation facilities and almost 40 percent of schools did not have access to hand washing facilities. There are huge disparities in the provision of WinS, which disadvantages schools in poorer communities. Girls with disabilities attending mainstream schools are most affected, since they do not

[221] Government of Zimbabwe. (2020). Education Amendment Act, 2020.
[222] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[223] Tamiru, S. et al. (2015). A Sustainable Solution for School Menstrual Hygiene Management: Cases of Ethiopia, Uganda, South-Sudan, Tanzania, and Zimbabwe.
[224] Ndlovu, E., Bhala, E. (2016). Menstrual hygiene – A Salient Hazard n Rural Schools: A Case of Masvingo District of Zimbabwe
[225] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[226] World Vision. (2015). Rural WASH Baseline Survey, Zimbabwe

have appropriate sanitation facilities. Over 60 percent of mainstream schools have no disability-friendly latrines or washing areas[227]. A study for CAMFED found there were no separate toilet facilities in schools for girls to use when menstruating, with one exception where a school earmarked toilets for such purposes but girls rarely use it for fear of stigma and discrimination[228]. Field visits by the TAT in February 2020 with MoPSE and UNICEF staff, albeit to a small number of schools that were not necessarily representative, also indicated that WinS facilities were often rudimentary.

With regard to pain management and stigma, physical pain is the main reason for missing school by girls who had missed school during menstruation, since few schools have clinics, sick bays for rest or stock pain killers in their first aid kits[229]. Lack of sanitary wear, discomfort, and tiredness were also reasons for missing school. Challenges relating to MHM services and support in schools pertain mainly to inadequate support and perceptions of MHM as solely a female issue. Girls suffer discrimination on the basis that they menstruate. There are significant and restrictions placed on girls, rooted in discriminatory traditional, cultural, religious practices and outdated views of menstruation as unclean[230]. UNICEF found globally that severe menstrual pain causes diminished quality of life including poorer school attendance. It also found that girls experience shame, low self-esteem, and lack of confidence due to fear of mismanagement of menstruation. These findings were echoed in a Zimbabwe study[231].

With regard to information on MHM, over 60 percent of girls in school have received some basic MHM information, with mothers and teachers being the major sources of this information[232]. However, information is inadequate. Learner-targeted Information, Education and Communication (IEC) materials on MHM are generally not available. There is a general lack of a comprehensive and cross-sectoral approach to addressing MHM resulting in a piecemeal approach to information dissemination[233]. There are inconsistencies between and within schools on when, what and how the MHM is taught. In some schools, MHM is limited to School Health Clubs, which may use MoPSE-approved training manuals. In other schools it is taught as part of G&C lessons, while for others special times are created to teach the subject. The G&C curriculum covers menstruation, but there is no uniformity in interpretation. Over 70 percent of schools have no IEC materials on MHM, and in any case not all teachers are comfortable in providing MHM information in the classroom[234].

[227] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[228] Surridge, M., Roland, R., Begum, R., Kureya, T., Piringondo, A., Zinhumwe, G. (2018). CAMFED GEC-T Baseline Report
[229] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[230] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[231] Ndlovu, E., Bhala, E. (2016). Menstrual hygiene – A Salient Hazard in Rural schools: A Case of Masvingo District of Zimbabwe
[232] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[233] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report
[234] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report

The recent study by GoZ and UNICEF[235] made a number of recommendations, including the following:

- MoPSE should ensure every school has pads available for emergencies at all times, especially in rural schools
- MoPSE should establish sustainable mechanisms for schools to provide emergency painkillers for girls and places of rest during severe pain
- Men and boys should be especially targeted to dispel myths and misconceptions on MHM and increase their support
- The entry points for behaviour change on MHM should include life skills
- Ensure inclusiveness for people with disability by ensuring appropriate infrastructure, facilities and information are made available to all
- Development of national MHM guidelines and a comprehensive and standardised age-appropriate MHM information package for women, teachers and other key actors
- Mainstreaming and targeted approaches for MHM within all interventions which address women's and girls' issues, accompanied by a systematic and cross-sectoral capacity building approach and inter-sectoral coordination

The section below outlines current initiatives to improve MHM in schools.

Initiatives to Improve Menstrual Hygiene Management in Schools

The requirement that schools offer menstrual health facilities was agreed at a recent stakeholders' workshop[236]. Strengthening capacity of schools on MHM, and having a standard guide that is available and accessible to schools and the community was also recommended. The Secretary's Circular Number 1 of 2020[237] initiated the intended roll-out of sanitary wear for selected recipients. These are vulnerable learners in primary and secondary schools, starting with P3 primary schools, grades 4 -7 for those who have reached puberty, and all learners in forms 1 - 6 at S3 secondary schools.

The structure for the overall organisation and management of the initiative at national level is the National Menstrual Health Management Committee, chaired by MoPSE. Local MHM committees will be constituted at provincial district and cluster levels involving local MHM Teams and G&C Committees.

Planned provision of sanitary wear to beneficiaries will be on a termly basis. There are almost one million (937,550) intended recipients in all 10 provinces of the country (Appendix 8.1). Tenders were issued to suppliers in the first term of 2020, although the closure of schools due to Covid-19 will disrupt distribution. FAWEZI has also provided sanitary wear.

[235] Government of Zimbabwe and UNICEF. (2019). The Zimbabwe Formative Research on Menstrual Hygiene Management, Final Report

[236] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[237] Ministry of Primary and Secondary Education. (2020). Secretary's Circular Number 1 of 2020 - Implementation Guidelines for the Initial Phase of the Sustainable Provision of Sanitary Wear to Disadvantaged Female Pupils in Schools

The proposed distribution of sanitary wear addresses a key aspect of MHM. It is therefore a necessary measure, but is insufficient on its own in addressing all key MHM issues. The strength of G&C provision in schools and implications for providing sufficient MHM-related information is discussed below.

8.3.3 Guidance and Counselling

This section provides a brief background to recent developments of G&C in Zimbabwe's primary and secondary schools. It then discusses the separate aspects of G&C provision.

Background

The SADC CSTL initiative of 2008 provides the framework for SADC Member States to develop their G&C approaches with a commonly agreed sub-regional framework. The purpose of the CSTL framework is to ensure that learners realize their rights to education, to safety and protection, and to care and support based on an essential package comprising a number of pillars.

Following expiry of the Life Skills, Sexuality, HIV and AIDS Education Strategy (2012-2015), its successor is the School-Based Life Skills, Empowerment and Support Programme: Life Skills, Sexuality, HIV and AIDS Strategy (2018-2022). The strategy is in fulfillment of the Eastern and Southern Africa Commitment of 2013 to provide a framework for strengthening the holistic development of male and female learners through age-appropriate life skills to manage different challenges in different aspects of their current and future lives. This includes career guidance as well as comprehensive sexuality education, to enable them to make responsible, well informed decisions as well as access to related health services.

The MoPSE School-Based Life Skills Empowerment and Support Programme 2020-2025 aims to address gaps identified in the implementation of G&C as a learning area, and G&C in providing PSSS. The six pillars of the 2020-2025 strategy are:

- Coordinated school-based PSSS with multi-sectorial linkages
- LFS environment with WASH (water, sanitation and hygiene) facilities, G&C spaces, affordable boarding hostels, and gender and disability mainstreaming
- Capacity-building of teachers on school health programming, and G&C, including the strengthening of the HIV&AIDS response and Disaster Risk Reduction preparedness
- Supervision and M&E by the Inspectorate for primary, secondary and non-formal education including joint M&E visits with stakeholders
- Workplace wellness and HIV&AIDS programme for all teaching and non-teaching staff
- Practical Implementation of the SHP, school nutrition and health resource provision

Overall coordination will be through the National Coordination Committee (NCC). MoPSE will chair the NCC, which will have structures at sub-national levels (i.e. provincial, district, cluster and school). Official launch of the strategy has been stymied by Covid-19, but some school-based activities may have been implemented on a limited scale.

In addition to MoPSE's resources, donors and civil society organisations have made contributions. Training of G&C teachers has been undertaken through GPE funding. CAMFED's Zimbabwe Girls' Secondary Education project has supported the training of G&C teacher mentors. FAWEZI contributed to development of G&C syllabi, assisted the teaching of G&C with television sets, supported G&C training workshops for teachers and conducted sessions for adolescent learners. CARE USA assisted in career guidance fairs and provision of technical support to schools in the delivery of G&C lessons.

G&C is implemented in the context of the aforementioned 2018-2022 Strategy in two distinct ways. Firstly, as a Learning Area with syllabi as part of the school curriculum, and secondly as service delivery of PSSS. These facets are discussed below.

Guidance and Counselling as a Learning Area

This section discusses the current implementation modalities of G&C in schools as learning area, with particular reference to impacts and implementation challenges. MoPSE's Inclusive Education Handbook[238] defines guidance thus:

> "It is a broad concept that basically has to do with information dissemination which is done in a structured way to help individuals to understand and use wisely the educational, vocational, social and present opportunities in achieving satisfactory adjustments to school and life." (page 45).

The Handbook elaborates this definition, by making specific reference to educational guidance:

> "This is a process of assisting individual learners to reach their optimum educational development. It helps learners to make right choices as well as make adjustments in relation to schools' curriculum and school life. It also assists learners to make right decisions." (page 46).

Consequently, the G&C approach is to facilitate learners' appropriate decision-making for relevant educational pathways and career aspirations. The G&C schools' syllabi covers the period 2015 to 2022, for infants and, junior primary and secondary schools, finalised with support from the NAC, UNFPA, UNESCO, UNICEF and other partners. The G&C syllabi laid the groundwork for development of aspects of the SHP. It introduced G&C as a Learning Area in line with the competence-based curriculum framework, through a dedicated G&C period per week delivered by the G&C teacher as well as through integration of G&C into general education.

These syllabi are accompanied by teachers' manuals, teaching resources and supervision instruments to enable school inspectors to monitor implementation. A cascade training approach through district clusters was undertaken in which manuals were utilised and distributed to schools.

Implementation Successes and Challenges of Guidance and Counselling as a Learning Area

Impacts of G&C in schools include establishment of G&C resource rooms in some schools[239]. Some schools are teaching G&C, which they had not previously done. Where schools have functional G&C programmes, some are making efforts to improve them[240]. Schools are becoming innovative and making use of creative arts e.g. drama, role plays and music as teaching and learning strategies. Some schools are using peer educators, utilising external resource persons such as police and NAC, or having special assemblies to discuss learner welfare issues. In some schools, learning activities are conducted

[238]Ministry of Primary and Secondary Education. (2019). Practical Inclusive Education Handbook for Primary & Secondary Schools

[239] Ministry of Primary and Secondary Education. (undated). School-Based Life Skills Empowerment and Support Programme

[240] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status

through film and newspaper cuttings. A stakeholders' workshop in 2019 found that NGOs are capacity-building teachers and supporting schools' club activities[241].

G&C workshops have been undertaken for staff. Refresher training has been facilitated through MoPSE in conjunction with NAC, including training on HIV and AIDS issues and relevant policy documents. Senior staff have access to existing policy circulars, guidelines and are using them for effective implementation. Some schools organised their own career exhibitions for learners.

Challenges to implementation of G&C as a Learning Area in Zimbabwe tend to refer to low prioritisation, lack of staff capacity and few resources[242]. Such challenges discussed below are primarily drawn from the study on G&C implementation[243] and a recent stakeholders' workshop[244].

In almost half of primary schools, G&C is either a standalone learning area or mainstreamed in other Learning Areas (e.g. Heritage Studies). The partnership Right Here Right Now (RHRN) in Zimbabwe recommended that a G&C Learning Area should be compulsory in all schools and at all levels, insofar as mainstreaming into other Learning Areas is unsuccessful[245]. In secondary schools, the teaching of G&C was found to be virtually non-existent. When it is taught at secondary level, it is taught as a standalone subject, but there are no specialised teachers.

Some schools have interpreted the omission of G&C as a Learning Area in the Secretary's Circular 2 of 2017 as an indication that it is of low priority. This has created confusion in terms of policy interpretation, since there is no shared understanding on the position and status of G&C as a Learning Area in schools. Some primary schools and unregistered schools did not have the syllabi or related policy documents. Where they have been received, their use is intermittent.

Some school heads were unaware on the necessity and importance of the G&C programme. There were some schools where G&C was not on the timetable. In some schools, G&C lessons would not be taught despite being on the timetable. Teaching time for G&C varies between schools. In primary schools, lessons varied from a 20 minutes lesson per week to 60 minutes twice a week. In secondary schools the range was 30 minutes to 75 minutes per week.

G&C Heads of Department (HoD) are not accorded the status given to other HoDs at secondary level e.g. MoPSE incentivises other HODs through a Special Responsibility Allowance to recognize the extra leadership roles they have. This undermines the importance with which G&C is perceived, and also diminishes morale.

Teachers are not adequately prepared and supported to teach G&C, and overwhelmed with other school commitments. There are mismatches between those that are deployed to teach G&C and those nominated to attend capacity-building workshops. Teachers are not given time to cascade the

[241] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[242] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status.

[243] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status

[244] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[245] RHRN Working Group on ZSHP. (undated). 10 Recommendations from the School Health Coordinators Orientation on ZSHP: 6 Provinces from Zimbabwe

information they may have obtained from workshops. The subject is often allocated to teachers with a lesser workload, rather than based on competence. Consequently, there is a lot of staff turnover of teachers who teach G&C.

Quantity and quality of G&C learning and teaching materials are inadequate. Schools are reliant upon handouts obtained during in-service teacher-training and other capacity-building initiatives, such as IEC material supplied by development partners (which may not be MoPSE-approved) and the Internet. There is need for reference material, text books and other resources. Field visits by the TAT in February 2020, albeit to a small number of schools that were not necessarily representative, also indicated that schools were bereft of adequate teaching and learning resources.

Very few learners are benefiting from career exhibitions[246]. Over half of schools had not organized or participated in any internal or external career exhibition events in the last 12 months. Only one school had organized a career exhibition that exposed all its learners to career options and opportunities. Schools cite financial constraints as the key challenge in organising these events.

There is absence of a G&C Committee in some schools. Where they exist, they do not always operate in accordance with policy circulars and guidelines, such as the stipulated gender balance. Most schools did not have a complete set of policy instruments and reference documents on G&C. There does not seem to be a common understanding of the specific indicators against which to measure success in the implementation of the G&C programme.

Provision of School Guidance and Counselling Psychosocial Support Services

Through CSTL, SADC calls for the systematic provision of PSSS to learners through a wide range of strategies including employment of professional school-based counsellors, trained teachers, peers, and referrals to external professional counsellors. Consistent with this, PSSS is intended to be provided in schools utilising schools' staff and external professional support. MoPSE's Inclusive Education Handbook[247] defines counselling as:

> "It is a one-on-one relationship between a helper and a client which aims to enable the client to deal with his or own problems or to live with them (in a way that is personally meaningful to that client)." (page 45).

Consequently, specialist teachers and other qualified persons are helpers for learners who are "clients", in dealing with personal issues. Incidences of sexual abuse, teenage pregnancies, bullying, drug and alcohol abuse, gangsterism, sex work, child labour, absenteeism and high drop-out rates are indicative of the need for provision of school-based counselling services[248].

[246] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[247] Ministry of Primary and Secondary Education. (2019). Practical Inclusive Education Handbook for Primary & Secondary Schools

[248] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline:

Implementation Successes and Challenges of Provision of School Guidance and Counselling Psychosocial Support Services

There are positive reports of learners empowered and gaining in confidence to report cases of abuse and bullying. In some schools, cases of teenage pregnancies and school drop-out rates were reducing because of G&C. Effective counselling services are yielding additional positive results, such as addressing SRH challenges, and increased learners' visits to counselling rooms. In some schools, G&C departments counselling spaces, sick bays and resource rooms have been set up. Schools are being supported by the police, NAC and non-state actors in providing learners in schools with PSSS and referrals for health, legal and social services. In some schools, counselling sessions are handled by qualified teachers who have degrees in counselling. In certain cases, learners are reported to the police and counselling services may be undertaken at medical clinics.

Some schools engage health service providers to provide counselling services. Counselling services may also be provided by schools through group counselling. Referrals to external providers are also an option that some schools have tried in the case of specialised counselling services. The range of available options include employment of professional school-based counsellors, trained teachers, peers, and referrals to external professional counsellors.

Regarding challenges to implementation, counselling services in schools remain inadequate[249]. Counselling spaces are generally not available in schools for safe and confidential counselling services. There is lack of specialist staff and suitable facilities. The Secretary's Circular No. 7 2014 (operational guidelines on psycho-educational assessment, multi-disciplinary approach and reporting format for learners with disabilities or other special needs) requests establishment of a national database of learners who have been seen by MoPSE's Schools Psychological Services and Special Needs Division with duplicates at provincial, district and school levels. However, there is poor record-keeping and no evidence of systematic recording of incidences and referrals[250].

At Ministry level, the Department of Psychological Services, Special Needs and Learner Welfare is responsible for psychological services, special needs education and learner welfare. The Ernst and Young report[251] found high vacancy rates at all levels from head office to districts. The report indicated that there is a need for at least three departmental staff members at each district office. The staff at district level should include a remedial tutor, district life-long coordinators and an ECD teacher.

8.3.4 Disaster Risk Management

Background

Learners and education personnel in Zimbabwe face a range of threats and hazards that impact their safety and protection in and around school. This includes natural and environmental hazards such as droughts, floods, cyclones, fire, a lack of access to WASH and disease outbreaks, as well as every day and manmade hazards such as road traffic accidents, drowning and violence. The frequency of climate induced hazards is expected to increase with climate change.

[249] Ministry of Primary and Secondary Education. (undated). G&C Programme Implementation Status

[250] Government of Zimbabwe. (2019). Report on Stakeholders Consultative Workshop Towards Enhancing the Effectiveness of the School-Based Guidance and Counselling Life Skills Orientation Programme and Positive Approaches To Learner Discipline

[251] Ernst and Young. (2019). Holistic Organisational Development Report - Ministry of Primary and Secondary Education (MoPSE)

These hazards impact children's access to a continuous education and have resulted in the loss of teaching and learning materials and equipment, damaged or destroyed infrastructure, water shortages, food insecurity and learners dropping out of school. Learners are also exposed to Gender Based Violence (GBV), bullying and abuse in and around school which are exacerbated in times of disaster or crisis. According to the Humanitarian Response Plan (HRP) for Zimbabwe (2020), women and girls are disproportionately affected by the protection consequences of climate change and economic hardship, and those with disabilities are three times more prone to GBV and harmful practices.

Not all learners are impacted by hazards in the same way. Learners who are out of school, orphans and vulnerable children, internally displaced learners, adolescent girls, rural boys and girls, learners with disabilities, learners from ethnic minorities, and learners from poor households are at greater risk of missing or dropping out of school, child labour, hunger and exposure to violence.

However, institutions playing a key role in DRM, such as the Department of Civil Protection have severe challenges in executing their mandate which has resulted in the impact of disasters being greater than they need to be. Although Zimbabwe has a good policy framework, it is not supported by practices on the ground[252]. A recent report highlighted that the DRM system in Zimbabwe predominantly focuses on civil protection and emergency response, as opposed to a more holistic approach to DRM[253]. This emphasises the importance of integrating DRR and resilience into the policies and practices of the education system at all levels in Zimbabwe.

Disaster Risk Management Interventions

In addition to MoPSE, there are a number of education groups and organisations active in DRM in the country, including the Education Cluster, and international and national NGOs. Following Cyclone Idai, Education Cannot Wait funded response activities. Plan International was involved in rehabilitation of primary and secondary schools and WinS facilities, training of teachers in PSSS, provision of teaching and learning materials, and education subsidies for affected learners and conditional cash transfers for affected families. World Vision was also active in the response. To promote a positive and safe learning environment EDF funded procurement of first aid kits and school-in-a-box resources, which were distributed to selected schools in early 2020. UNICEF supported MoPSE with transporting kits to DEOs, from where the beneficiary schools collect them.

In 2019, as part of the inter-agency coordination mechanism for humanitarian actions in Zimbabwe, UNICEF supported MoPSE and co-led with Save the Children to carry out a Humanitarian Needs Overview and develop a Humanitarian Response Plan. UNICEF will work closely with MoPSE and support the most vulnerable schools, including: procurement and distribution of essential teaching and learning resources; disbursement of emergency SIGs; support to implement the SFP; capacity-building of teachers and other education personnel in Education in Emergencies, DRM and PSSS.

[252] Mavhura, E. (2017). Disaster Risk Reduction Policy and Management in Zimbabwe. In: Handbook of Disaster Risk Reduction & Management

[253] Capacity for Disaster Reduction Initiative (CADRI). *Capacity Assessment of the Disaster Risk Management System in Zimbabwe*, October 2017 https://www.cadri.net/sites/default/files/Zimbabwe-Report-May-2017.pdf

A UNICEF-funded consultancy to develop a Disaster Risk Reduction and Resilience Plan is work-in-progress. The DRR and Resilience Plan is intended to be an operational plan for the education sector, focusing on building emergency preparedness capacity at all levels of the education system as well as providing an overarching framework, focused on school-based interventions. Key aspects would include: priority Disaster Risk Reduction and Resilience-building across all three pillars of a Comprehensive School Safety Framework i.e. safe school facilities, school disaster management and risk reduction and resilience education, including a school Disaster Risk Reduction manual[254].

Comprehensive School Safety (CSS)

The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES)[255] developed the Comprehensive School Safety Framework (CSSF) as a tool to ensure a safe, protective environment for children in and around school. It is designed to align education sector policy and practice with disaster management at national, sub-national and school community levels. The goals of the CSSF are:

- To protect learners, teachers and non-teaching staff from death, injury, and harm in schools
- To plan for educational continuity in the face of all expected hazards and threats
- To safeguard education sector investments
- To strengthen risk reduction and resilience through education

Pillar 1: Safe Learning Facilities

Safe Learning Facilities focuses on the school infrastructure and includes the following areas: school site selection (which partly depends on the Ministry of Lands), building codes, disaster resilient and 'green' design, performance standards, builder training, construction supervision, quality control, remodeling, retrofit, and water, sanitation and hygiene. Covid 19 highlights the need for school facilities to be hygienic and clean for children. In recent disasters, such as Cyclone Idai and Cylone Eline, a number of schools were damaged or destroyed. Chapter 5 gives details on the repair status of classrooms.

According to the most recent JMV[256], there is a need to renovate and replace the infrastructure as it is in a deplorable state. This include the water supplies. Whilst some progress has been made in safe learning facilities in Zimbabwe, there is still considerable work to be done. A model for school construction has been developed and approved by Public Works in Zimbabwe and the construction of 17 schools was done using this model and feasibility studies for another 80 schools have been done.

Pillar 2: School Disaster Management

The priority of Pillar 2 School Disaster Management is to strengthen the preparedness and risk reduction capacity of service providers at all levels of the education system – from national through to school community level. School disaster management covers multi-hazard risk assessment, action

[254] Baker, L. (2020). Inception Report: Disaster Risk Reduction (DRR) and Comprehensive School Safety (CSS) to Support the Education Sector in Zimbabwe

[255] GADRRRES emerged as a global alliance to support fulfilment of the Sendai Framework for Disaster Risk Reduction 2015-2030 that was endorsed by 187 governments. GADRRRES members also work together to develop global tools and guidance on Comprehensive School Safety (CSS) implementation policy and practice, including the Comprehensive School Safety Framework (CSSF), the CSS targets and indicators and support the Worldwide Initiative for Safe Schools (WISS)

[256] Ministry of Primary and Secondary Education. (2019). Report on Joint Monitoring Visit 3, October 2019

planning to reduce risks, planning for education continuity, Early Warning Systems (EWS), building response and preparedness capacity through practicing drills and having emergency supplies such as First Aid kits in place. It also emphasises the need to connect with parents, communities and community DRR and development planning processes.

There are examples of School Disaster Management practices in Zimbabwe that have been supported by government and education cluster partners. Circulars and reference materials on emergencies have been disseminated to education offices and schools, the Minimum Functionality Standards include topics such as fire drills and the education cluster and MoPSE prepared a manual on psychosocial support. There is also a national case management system in place that prevents and responds to violence against children. The Civil Protection Unit (CPU) has also produced a manual on DRR and the JMV in 2019 reinforced the need to incorporate DRR into the SDP plans[257]. There is not, however, a DRR or resilience plan in place at national or local level for the education sector, nor is there a simple school DRR manual that guides schools in the full school disaster management process that is endorsed and used by government, as well as education cluster partners. DRR is also not fully incorporated into the School Development Plan (SDP) template and training package, or the Head Teacher training package.

Pillar 3: Risk Reduction and Resilience Education This pillar focuses on the incorporation of DRR and resilience within the formal and non-formal curriculum. This would include pre-teacher training, as well as in-service training, Teacher Professional Development (TPD), child clubs and youth groups, after school clubs, and non-formal education approaches targeting children, including children out of school, as well as radio and other platforms for disseminating information.

DRM is being integrated into the education system through the development of a Training Manual for Schools and a DRM Resource Book for Educational Institutions in Zimbabwe. In addition, climate change issues are included in the new curriculum. Since 2014 a new Agriculture syllabus has been taught in Grade 4 to 7, and the Environmental Science syllabus at Grades 6 and 7 included climate change issues. A number of recommendations concerning DRM in the country were recently made, including establishing DRM clubs in schools and providing first-aid training in schools[258]. UNICEF is currently supporting MoPSE in developing a Disaster Risk Reduction and Comprehensive School Safety Policy to support the education sector in Zimbabwe.

Responding to Covid-19

Due to Covid-19, schools closed in late March 2020, followed by a nationwide lockdown soon afterwards. School guidance notes and information materials for learners are being developed and distributed to all schools. Home schooling materials and radio lessons are being developed. Education Cannot Wait has funded development and procurement of PSSS materials, workbooks and pencils for learners, and copies of teachers' guide.

The Education Cluster has developed a Zimbabwe Covid-19 Preparedness and Response Strategy with the objectives to: ensure continuity of learning through the implementation of key activities aimed at

[257] It was highlighted that school Development Plans need to be in place and, disaster and emergency preparedness should be integrated into these plans. Schools should be supported by the district CPUs for this.

[258] When the Unprecedented Becomes Precedented: Learning from Cyclones Idai and Kenneth (2020) https://www.preventionweb.net/publications/view/71484

maintaining quality learning and wellbeing of teachers, learners and school communities during the Covid-19 emergency; support teachers, learners and school communities to prevent the transmission and spread of Covid-19; facilitate the safe return to quality learning for teachers, learners and school communities after the Covid-19 emergency.

MoPSE's Covid-19 response plan[259] identifies a number of strategies to respond to Covid-19 with regard to support for learners' welfare. This is consistent with SADC and UNESCO's Joint Statement and Action Plan on ensuring continuity of learning in the context of Covid-19, and UNICEF's framework for Covid-19 responses[260]. MoPSE's aforementioned plan includes safe and secure transition back to schools, including awareness-raising, PSSS, financial support and infection control such as disinfection and class arrangements to control infections. It also includes accelerated and remedial programmes, and alternative learning approaches to ensure continued access to learning opportunities, especially for the most vulnerable, marginalised and hard-to-reach learners in rural and remote areas. Alternative learning approaches include use of radio programming, digital and online programming such as Ruzivo by Higherlife, development of Non-Formal Education Modules, and provision of supplementary learning materials including readers, workbooks and ODL modules. MoPSE's plan further includes provision of materials and supplies for the safe preparation and provision of food for learners for supplementary school feeding including plates, spoons and other materials to reduce Covid-19 transmissions, food items, training to ensure safe storage and preparation of foods, emergency SIGs School for procurement of food and Information, Education and Communication materials on food preparation, storage and distribution.

8.4 Summary of Key Points

The summary of key points identifies the main aspects that characterise the current policy and programmatic interventions related to learners' safety, health and welfare, and the impacts and implementation challenges such interventions face.

- Many of the policy initiatives are cognisant of and consistent with international agreements and policies, globally and within SADC
- There has been a consistent continuum of child protection and welfare policies and programmes throughout recent years focusing on economically disadvantaged and vulnerable learners, such as the SFP and G&C
- Policies and programmes invariably reflect an intended whole government approach that is multi-sectoral, and which engages a range of governmental and non-governmental stakeholders in broad-based participation
- Active community consultations and contributions are encouraged in programmatic development and implementation
- Implementation of policies and programmes are often constrained by lack of finance, inadequate M&E, and human resource capacities, such as VAC, G&C and the school feeding
- There are evidence-gaps when examining the impacts and implementation challenges of programmes, although some initiatives such as sanitary wear are very recent
- There appears to be insufficient effective action following M&E and other reports, such as SRGBV

[259] MoPSE. 2020. Zimbabwe's Education Sector's COVID-19 Response Plan
[260] UNICEF. 2020. Key Messages and Actions for COVID-19 Prevention and Control in Schools

- There are capacity constraints at administrative and school levels in implementing a diverse set of well-intentioned policies and strategies, including DRM

8.5 Recommendations

- Enhance strategies to address VAC, including records of SRGBV kept by schools, districts, provinces and Head Office, compiled and published
- Develop and monitor implementation of a comprehensive national strategy for positive discipline, including capacitation of teachers to implement positive discipline
- Universal hygiene standards be applied for school feeding
- Provision of additional teacher-training and resources for effective G&C as a Learning Area and as a PSSS
- Implementation of a comprehensive approach to MHM, to complement provision of sanitary wear, including upgrading of WinS facilities and adequate information to combat stigma and discrimination
- There is a need for a harmonised DRR and resilience approach that is supported and rolled out by MoPSE, as well as education cluster partners across Zimbabwe
- Development of costed implementation plans and more resources be made available for DRM, including enhanced risk reduction, management and resilience provisions

9. Key recommendations for policy development and strategy

9.1 Introduction

This chapter draws attention to the salient points made in preceding chapters of the ESA, particularly their recommendations. It is assumed that the ESSP 2021-2025 will be MoPSE's key guiding document for strategic development of the educations sector. As with the ESA, MoPSE will lead the development of the ESSP, in a participative process and in conjunction with sector partners and stakeholders. The recommendations for the ESSP may require policy development in order to support MoPSE's interventions, within a legislative framework.

Recommendations for the new ESSP are a reiteration of those contained in previous chapters. They a constellation of operational and strategic matters for further stakeholders' consultations led by MoPSE, taking into account the Ministry's priorities and the available financial and human resources. Following the Introduction, this chapter comprises three sections chapters, namely: implementation of the ESSP; the process of developing the new ESSP; priorities for the new ESSP.

9.2 Implementation of the Education Sector Strategic Plan

This section comprises two parts i.e. challenges to, and enabling factors for, implementation of the current ESSP from which lessons may be learned.

9.2.1. Challenges to Implementation of the Current Education Sector Strategic Plan

Feedback on challenges to implementation of the current ESSP draw upon two self-completed questionnaires provided to MoPSE staff. The first was a questionnaire for departmental directors comprising open-ended questions, prepared by the TAT and completed and returned in February 2020 (Appendix 9.1). The second was an online survey prepared and distributed by MoPSE in April 2020 to 371 Ministry staff at Head Office, provinces and districts (Appendix 9.2). Both are referred to below.

Major challenges of ESSP implementation identified in the online survey were due to the national economic condition including inflation and scarcity of financial resources. Specifically, there was no budgetary support from government to schools; fees and levies are not meeting the intended expenditures; non-payment of fees and levies. Other challenges, such as inadequate infrastructure including access roads, electricity, and lack of teaching and learning resources are related to financial issues.

Responses to the TAT questionnaire similarly highlighted economic hardships that hamper implementation of ESSP. These include inadequate financial support for some programmes and high cost of procuring ICT materials for schools. In addition to financial constraints, responses to the questionnaire highlighted capacity constraints the need for capacitation of human resources for ESSP implementation.

With regard to implementation of the current ESSP, GPE's second annual report[261] noted the following:

> "The ESSP has failed to meet GPE's achievability criterion and this has shown itself to be a key weakness during the implementation cycle. The evidence also reveals that whilst the ESSP and its accompanying national operational plan provide a strong framework with

[261] Aslam, M., Rawal, S., Turner, F. 2019. Prospective evaluation of GPE's country-level support to education - Zimbabwe second annual report: final report, October 2019.

key performance indicators, they lack clearly laid out and costed pathways for achieving their targets. A lack of alignment between operational plans at the sub-national level and national operational plans has potentially affected the ESSP's effectiveness and has resulted in a disjointed planning system in which district and provincial offices lack the resources to plan in an effective and timely manner." (page 16).

The above highlights three implementation issues that need to be addressed i.e. GPE's achievability criterion; costed national operational plan; alignment between sub-national and national planning instruments.

A two-year costed national operational plan will be an aspect of the new ESSP, as stated in the ToR for preparation of the ESA and ESSP[262]. Lack of alignment between national and sub-national plans was discussed in chapter three and was referred to in the recommendations. It is critical that there is coherence between the suite of planning documents which inform the budgeting, planning and implementation processes at respective levels. Specifically, this refers to Zimbabwe's NDS 2021-2025, the development of which is currently work-in-progress. It also refers to POPs, DOPs and SDPs. Upward and downward linkages between these is crucial. The ESSP is should be both a key component in the NDS and also a guiding document in the development of decentralised planning instruments at provincial, district and school levels.

GPE and UNESCO[263] identify achievability as one of a number of criteria in order for ESSP to be credible[264]. Achievability requires recognition of constraints to effective implementation, including financial constraints. In order to be achievable, the new ESSP needs to be developed with a clear understanding of the financial resources available for its implementation. Guidelines for ESSP appraisal[265] similarly emphasise the importance of adequate financial resources through the criteria of soundness, and feasibility and implementability[266].

9.2.1 Enabling Factors for Implementation of the Education Sector Strategic Plan

Responses to the TAT questionnaire identified four major factors in enabling implementation of the ESSP. These are:

- Adequate funding
- Capacitation of human resources for implementation
- Partnerships: These include partnerships with donors such as GPE, FCDO which are key to financial support, and technical support for capacitation of human resources required for implementation. Partnerships include other ministries and branches of government to facilitate timely adequate funding. They also include partnerships with local communities for and Civil Society Organisations including ECOZI, which may have programmes which complement MoPSE's interventions

[262] UNICEF. (2019). Request for Proposal – Special Notes – Terms of Reference
[263] Global Partnership for Education, UNESCO-IIEP. (2015). Guidelines for Education Sector Plan Preparation
[264] The criteria for ESSP credibility are: achievability; guided by a vision; strategic; holistic; evidence-based; sensitive to context; pays attention to disparities
[265] Global Partnership for Education, UNESCO-IIEP. (2015). Guidelines for Education Sector Plan Appraisal
[266] The ESSP appraisal criteria are: leadership and participation; soundness and relevance; equity, efficiency, and learning; coherence; feasibility, implementability and monitorability

- Messaging, such as workshops to enable stakeholders to comprehend and implement the ESSP. Also, Secretary's Circulars as guidelines on ESSP implementation

9.3 The Process of Developing the new Education Sector Plan

Responses from the aforementioned TAT questionnaire emphasised the need for extensive consultation and engagement of all stakeholders on a regular basis. The aforementioned criteria for ESSP appraisal includes leadership and participation i.e. the ESSP preparation process should be country-led and participatory.

The aforementioned guidelines for ESSP preparation note that strong ownership by key stakeholders largely determines ESSP feasibility. The guidelines also note that attention to disparities includes gender differences between girls and boys and inequalities between groups of learners in their participation in education. Appropriate representation of girls and women in stakeholders' consultations for ESSP development are part of a broader aspect of preparing gender-responsive ESSPs, which includes gender-responsive budgeting and sustainability of interventions to promote gender equality[267].

The GPE[268] has noted that regarding the current ESSP, there was a perception from several stakeholders that it had been Ministry-led, with support from sector partners and other stakeholders. However, some perceived that there had been insufficient Ministry influence in the ESSP development process, with the result that there had been far more influence by donors. In order for the new ESSP to be government-led and country-owned, MoPSE needs to lead the process of its development, supported by its partners.

9.4 Priorities for the new Education Sector Strategic Plan 2021-2025

In order to be achievable, priorities for the new ESSP need to be located within the country's current financial context. They also need to be relevant. Following the sub-section below on financial context, three sources of data are referred to regarding potential priorities. These are: MoPSE staff priorities; the 2019 JSR report; this ESA document. The discussion of these data sources will emphasise their congruency.

9.4.1 Financial context

Zimbabwe's stressed economic system is likely to worsen in the short term, resulting in less money for the education sector in real terms which has implications for all aspects of the sector including schools' infrastructure, provision of teaching and learning resources, teacher employment and salaries, staff morale, and MoPSE's capacity to deliver on its mandate. The ability of many parents and local communities to pay fees and levies and support schools will continue to be challenged by a declining economic environment. The capacity of schools to self-finance through income-generating projects is limited. While some schools may derive significant amounts of income through school-based or community activities for day-to-day activities, nationally this will not bridge funding gaps for operational costs.

[267] Global Partnership for Education, United Nations Girls' Education Initiative, UNICEF. (2017). Guidance for Developing Gender-Responsive Education Sector Plans

[268] Aslam, M., Rawal, S., and Outhred. R, (2018) GPE 2020 Country-level Prospective Evaluations First Annual Report: Zimbabwe (December 2018)

The country's susceptibility to hazards and shocks, and vulnerability to their impacts will exacerbate the negative economic outlook. This is at a time when the school age population is projected to undergo a large increase over the next five years. In order for the education system to provide quality learning for all, it is likely become more reliant on donor support at least in the short term.

9.4.2 MoPSE staff priorities

Most of the recommendations for the new ESA obtained from the online survey were related to adequate finance for activities related to the ESSP, POPs, DOPs, and SDPs. Three broad areas were identified and are discussed below.

Firstly, adoption of a whole government approach: engage Ministry of Local Government, Public Works and National Housing to stop collecting money for the construction of buildings that are going to be donated to them; engage MoFED to subsidies the purchase of textbooks for the new curriculum; engage MoPSLSW so that they disburse BEAM funds on time.

Secondly, reconsider public financial management procedures, such as: review financial policies especially on levy and fees collection; create a fund to assist in the construction of additional schools within the districts; decentralise approvals of fees and levies to district offices with clear guidelines and limits of approvals.

Thirdly, review administrative arrangements, such as: incentivising officers during the course of work and ensure timely disbursements of travelling and subsistence allowances; bringing married couples close to one another to cut costs.

Additional recommendations obtained from the online survey included human resource development and management, such as: recruiting more teachers to reduce the deficit and replace those leaving the system; capacity development of finance managers especially accountants and accounting assistants at school level; create posts for planning officers at district level as well as M&E officers at district and provincial levels; train all staff at MoPSE's Head Office, provinces and districts on the ESSP monitoring and evaluation framework; train teachers and officers in MoPSE on the use of computers.

9.4.3 2020 Joint Sector Review

The list of issues that the report on the 2020 JSR[269] identified as being of note to consider for the new ESSP are stated in Appendix 9.3. They tend to focus on following areas:

- Policy development and implementation
- System-strengthening, including M&E
- Human resource development
- Non-payment of fees
- Assessment and quality of learning outcomes

These are reflected in recommendations contained in previous chapters of the ESA, outlined below.

[269] Ministry of Primary and Secondary Education. (2020). Joint Sector Review Report 10-12 February 2020.

9.4.4 Education Sector Analysis findings

Tentative priorities for the new ESSP, based on recommendations made in preceding chapters of this ESA, report are discussed below. They include MoPSE staff priorities regarding public financial management and staff capacitation, discussed above, as well as issues noted in the 2019 JSR report.

- **Education Sector Performance and Governance**

The capacity of MoPSE needs to be thoroughly fit-for-purpose to deliver its mandate within the context of an adequately funded education system

- Action plan for implementation of the costed organisational development plan for MoPSE, ensuring cross-cutting issues have sufficient prominence, with monitoring of impact
- Staff training plan for MoPSE Head Office, PEOs and DEOs prepared and implemented
- Establish the functionality of the SDCs and their capacity gaps. Capacitation of SDCs so that they can participate more meaningfully in the development of schools, including fostering of enhanced teamwork between school administration and committee members to achieve higher levels of performance and quality education
- Develop of quality criteria for SDPs
- Schools not be informed in advance of inspection visits
- Enhance mobility assets for inspection visits
- Clearly identify the purposes of monitoring, inspection and supervision including appropriate emphasis on measuring and improving quality of education
- MoPSE establish an online EMIS providing real time data, subject to rigorous data cleaning
- Integrated RBM M&E system for ESSP, POPs, DOPS and SDPs, including MIPA and DIPA
- Agreed criteria for schools' visits, standardised reporting formats and feedback mechanisms through which implementation of recommendations including those of JMVs can be tracked
- Revitalise the Service Charter, with recording and action of customers' feedback
- Fully activate the Communication Strategy, including with staff recruitment and training

- **Education Costs and Financing**

Long-term, realistic and sustainable financing solutions for delivering quality education for all learners is a fundamental strategic issue, which needs to be based on an appropriate legislative and policy framework

- The draft School Financing Policy be brought to approval as soon as possible
- That the main recommendations in the draft School Financing Policy be implemented as widely as possible within the constraints of the current economic situation and the Covid-19 circumstances
- That the reallocation of funding in the 2020 budget, away from employment costs and to goods and services and capital items, be continued consistent with sufficient funding for quality teachers
- That the proportions of funding to employment costs, goods and services, and capital spending be consistent across the three schooling programmes, while recognising the constraints posed by differing PTRs ratios in these three sub-sectors
- That the trend to increasing the MoPSE education budget to the internationally recognised proportion of GDP and total government budget be continued

- The state assume, as far as possible, a greater share of provision of school incomes through the reinvigoration of the per capita grant allocations and the complete payment of BEAM arrears
- That more attention be given to accountability for school, district and provincial funds provided by parents
- Support for girls' secondary education is justified in terms of the socio-economic benefits it brings

- **Access, Equity and Quality in the Provision of Education**

The situation concerning access to, equity and quality of education service delivery remains challenging and reveals considerable provincial and district disparities

- Strengthening the enforcement of the enrolment of children into ECD. The GER of 57.24 percent is low and in some provinces like Harare, Matabeleland North and Matabeleland South the levels are worrisome. Research is needed to investigate the reasons for this trend and what subsequent interventions should be put in place
- Measures should be taken to maintain and increase grade 7 pass rates to improve the quality of education outcomes
- There is great need to have an update of the school mapping exercise to assess the need for new schools. It is also recommended that thorough planning and research is done before the next five-year programme of action is rolled out
- There is a current need as of 2019 for a further 38,131 classrooms to be constructed in existing schools and 56,063 teachers' houses. Crude estimates indicated that 1561 new primary schools and 3015 new secondary schools will be needed. The need for more schools is more pressing in urban areas, but rural areas are in need for more secondary schools if equitable access to secondary education is to be achieved
- The Remedial Programme needs to be strengthened with dedicated staff to support early identification and intervention support at the infant level, clinical remediation in junior grades, and coping strategies for the struggling learners at secondary education level
- There should be a comprehensive disability audit of infrastructure at all primary and secondary schools to determine existing needs for implementing inclusive education
- Improvement of schools' infrastructure is an imperative especially classrooms as Learner to Classroom Ratios (LCR) are above the recommended levels
- There is need to furnish schools with the requisite furniture so that there are no learners without seating or writing places
- The methodology for calculating PTRs and PCRs needs to be addressed to reflect the true situation on the ground
- Ensure that BEAM payments do not run into arrears, to avoid further strains on poor schools and communities
- Measures should be taken to deal with the challenge of school dropouts at primary school level, especially absconding. While BEAM is catering for the disadvantaged its reach should be widened so that pupils that drop out of school due to financial challenges decrease
- Attempt to reduce education costs for households, especially in rural areas and in secondary schools (one way could be through the gradual implementation of the recommendations from

the recently completed school financing policy which recommends a phased approach to fully state funded basic education by 2030)

- ESSP targets for NER at ECD A and ECD B have not been met although revised and lowered in 2018. It is recommended to investigate the reasons behind stagnating enrolment rates at infant classes
- Gender imbalances in favour of either sex should be corrected, such as NERs at upper secondary level which remain in favour of males
- At secondary school level, the proportion of females generally decreases with form, reflecting the gender disparities in favour of males at higher levels of education. Government needs to consider removing barriers to females accessing secondary education that include financial constraints and early marriages
- Issues with unregistered schools need to be investigated and addressed. Research should be carried out on reasons for the increase in unregistered schools at all levels and potential issues faced by learners with regard to safe school environment and education service delivery
- Significant resources are required to fully operationalise the School Health Policy through the development of a school health strategy and a costed five-year implementation plan to inform necessary resource mobilisation
- Routine health screening should be introduced at certain stages of the education cycles which would lead to early detection and unmasking of some of the cases, leading to immediate responses towards either treatment or other mitigatory measures
- Taking note of the high numbers of out of school children, it is recommended to conduct an in-depths study on barriers to education and the reasons why children are not attending school. This study should also establish the exact number of children being out of school for every age group and gender aggravated

- **Curriculum and Assessment**

Challenges to implementation of the new curriculum need to be addressed after the initial period, including the assessment framework

- There is a need to continuously review the current status, implementation and strategy of the curriculum
- Further syllabi need to be developed for NFE, and for use in EiE. The NFE syllabi and materials could be adapted for use in emergencies
- NFE needs to be strengthened and financially supported by MoPSE
- A review of the current status and implementation of the curriculum is needed to inform activities for the remaining period to 2022 and the next period (2021-2026)
- There is a need to review and perhaps revise the strategy of the curriculum implementation
- A communication strategy for the Curriculum implementation was developed but now needs to be implemented and monitored. This strategy needs to take Covid-19 into account
- There is a need to address the issues of resource constraints (including ICT, syllabi, textbooks, guides, handbooks, manuals, decent learning space and adequately equipped specialist rooms)
- The rollout of Inclusive Education should continue and be mapped out in the next ESSP

- The next curriculum review process should commence towards the end of the next implementation period i.e. 2025, instead of in 2022

- **Teacher-Training, Deployment and Utilisation**

Efficient and effective training, deployment and utilisation of the teachers, including increasing numbers of the workforce, are essential to improve learning outcomes

- NAPH and NASH activities for designing, implementing and funding staff development needs to be formalised and planned for the next strategic planning period and reported on. The original objectives of the Better Schools Programme Zimbabwe (BSPZ) should be realigned to the vision of the Ministry as the vehicle for the activities of the National Association of Primary Heads and the National Association of Secondary Heads for designing, implementing and funding staff development. This should be formalised with a monitoring, auditing and reporting structure
- There is a need to construct 56,063 teachers' houses
- The methodology for calculating PTRs and PCRs needs to be addressed to reflect the true situation on the ground
- There is a need for systematic continuous training and development of teachers, including in the areas of verbal and written communication, new knowledge and teaching technologies, technical competencies and the new curriculum. There needs to be an established five year plan for in-service training. This needs to be implemented and monitored and coordinated with MoHTEISTD
- MoPSE needs to advocate with MoFED and the Public Service Commission for an increased budget for teachers' salaries and an increase in the number of teachers. There needs to be an increase in the DET for school heads and deputy heads
- The Teacher Professional Standards, developed in 2014, needs to be further enhanced and continuous training in these standards carried out and the activities required by these standards undertaken regularly
- Finalise the Teacher Professions Council Bill for enactment
- MoPSE's continuous advocacy for teachers' salaries and welfare of currently employed and retired teachers with MoFED and PSC
- Establish the reasons for the increase in transfers and regradings from 2017 onwards
- Inter-ministerial coordination to further align teacher-training with the new curricula
- Increase in the training of teachers in general and in the areas in which there is a shortage of teachers (e.g. STEAM and ECD) and the capacity of teachers' colleges be increased

- **Learners' Safety, Health and Welfare**

Given that learners are the intended primary beneficiaries of the education system their safety, health and welfare needs to be continuously addressed and improved

- Enhance strategies to address VAC, including records of SRGBV kept by schools, districts, provinces and Head Office, compiled and published
- Develop and monitor implementation of a comprehensive national strategy for positive discipline, including capacitation of teachers to implement positive discipline

- Universal hygiene standards be applied for school feeding
- Provision of additional teacher-training and resources for effective G&C as a Learning Area and as a PSSS
- Implementation of a comprehensive approach to MHM, to complement provision of sanitary wear, including upgrading of WinS facilities and adequate information to combat stigma and discrimination
- There is a need for a harmonised DRR and resilience approach that is supported and rolled out by MoPSE, as well as education cluster partners across Zimbabwe
- Development of costed implementation plans and more resources be made available for DRM, including enhanced risk reduction, management and resilience provisions

The above priorities may be clustered into respective thematic areas and organised into programmatic interventions. However, they are only provisional and subject to MoPSE's consideration and extensive stakeholders' consultations.

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