Zimbabwe

Education in Reconstruction
Acknowledgements

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## Contents

Acknowledgements ....................................................................................................................................................... 2  

Contents ........................................................................................................................................................................ 3  

1. Introduction ........................................................................................................................................................... 9  
   1.1. Overview and Background ............................................................................................................ 9  
   1.2. Situating the Study in the ADEA Triennale ................................................................................. 10  
   1.3. Education in Reconstruction: The Rationale for the Study ......................................................... 12  
   1.4. Study Purpose and Objectives .................................................................................................... 13  

2. Study Country: Background and Context ............................................................................................................ 13  
   2.1. The Regional Context: Trends in Education Reconstruction ...................................................... 13  
   2.2. The National Setting: Zimbabwe’s Education Profile .................................................................. 15  

3. Study Methodology ............................................................................................................................................. 16  
   3.1. Conceptual Framework ............................................................................................................... 16  
   3.1.1. Education in Reconstruction ............................................................................................... 16  
   3.1.2. Holistic Education ................................................................................................................ 19  
   3.2. Literature Review ........................................................................................................................ 21  
   3.2.1. National Policies and Strategies in Place ........................................................................... 21  
   3.2.2. Key Players, Stakeholders and Partnerships ...................................................................... 22  
   3.2.3. Sector Planning ................................................................................................................... 22  
   3.2.4. Monitoring and Evaluation ................................................................................................... 23  
   3.2.5. Resources and Funding Gaps ............................................................................................ 23  
   3.2.6. Thematic areas of response in the education sector .......................................................... 24  
   3.2.7. Field Work ........................................................................................................................... 25  
   3.2.8. Interviews with Stakeholders ............................................................................................... 25  
   3.2.9. Limitations of the Study ....................................................................................................... 25  

4. Findings ................................................................................................................................................................ 26  
   4.1. Field Work and Secondary Source Findings ............................................................................... 26  
   4.1.1. The Crisis Context .............................................................................................................. 26  
   4.1.2. The Policy Response .......................................................................................................... 29  
   4.1.3. Key Players, Stakeholders and Partnerships ...................................................................... 33  
   4.1.4. Planning, Sector Management and Coordination ............................................................... 38  
   4.1.5. Resource Mobilisation and Financial Management ............................................................ 41  
   4.1.6. Monitoring and Evaluation ................................................................................................... 46
4.1.7. Thematic Areas ................................................................................................................... 48
4.2. Summary of Principal Findings and Recommendations ............................................................. 61
   4.2.1. Policy Response.................................................................................................................. 61
   4.2.2. Key Players, Stakeholders, Partnerships and Coordination ................................................. 63
   4.2.3. Planning, Sector Management ............................................................................................ 64
   4.2.4. Resource Mobilisation and Financial Management ............................................................ 65
   4.2.5. Monitoring and Evaluation ................................................................................................... 66
   4.2.6. Thematic areas of response in the education sector .......................................................... 67
4.3. Determinants of a holistic Response to Education Reconstruction: Lessons learnt ............ 69
   4.3.1. With Respect to Gaps in the Policy Response .............................................................. 70
   4.3.2. With Respect to Coordination with Stakeholders, Partners ............................................. 71
   4.3.3. With Respect to Planning and Sector Management .......................................................... 72
   4.3.4. With Respect to Resource Mobilisation and Financial management ................................. 73
   4.3.5. With Respect to Monitoring and Evaluation ...................................................................... 73
   4.3.6. With Respect to the Education Needs of Vulnerable Groups ........................................... 74
4.4. Proposed Further Research ..................................................................................................... 74
4.5. REFERENCES ............................................................................................................................ 75
4.6. Glossary ..................................................................................................................................... 77
4.7. The Interview Schedules .......................................................................................................... 78
   4.7.1. List of Interviewees ........................................................................................................... 78
<table>
<thead>
<tr>
<th>ACRONYMS</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>AAP</td>
<td>Affirmative Action Policy</td>
</tr>
<tr>
<td>ADEA</td>
<td>Association for the Development of Education in Africa</td>
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<tr>
<td>AIDS</td>
<td>Acquired Immuno-Deficiency Syndrome</td>
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<td>AU</td>
<td>African Union</td>
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<td>BEAM</td>
<td>Basic Education Assistance Module</td>
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<td>BEAP</td>
<td>Basic Education in Africa Programme</td>
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<tr>
<td>CARA</td>
<td>Council for Assisting Refugee Academics</td>
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<tr>
<td>CBO</td>
<td>Community Based Organisations</td>
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<tr>
<td>CDU</td>
<td>Curricula Development Unit</td>
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<tr>
<td>COLAZ</td>
<td>College Lecturers Association of Zimbabwe</td>
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<tr>
<td>CPO</td>
<td>Cash Purchase Order</td>
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<tr>
<td>DO</td>
<td>District Officer</td>
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<tr>
<td>DRC</td>
<td>Democratic Republic of the Congo</td>
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<tr>
<td>DVV</td>
<td>Adult Education and Development</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
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<tr>
<td>ECD</td>
<td>Early Childhood Development</td>
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<tr>
<td>ECEC</td>
<td>Early Childhood Education and Care</td>
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<tr>
<td>ECG</td>
<td>Education Coordination Group</td>
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<td>EDF</td>
<td>European Development Fund</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>EMIS</td>
<td>Education Management Information Systems</td>
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<td>EPDF</td>
<td>Education Program Development Fund</td>
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<td>ERC</td>
<td>Education Resource Centres</td>
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<td>ESAP</td>
<td>Economic Structural Adjustment Programme</td>
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<td>ETF</td>
<td>Education Transition Fund</td>
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<tr>
<td>EU</td>
<td>European Union</td>
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<tr>
<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<td>FAWE</td>
<td>Forum for African Women Educationalists</td>
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<td>FMIS</td>
<td>Financial Management Information System</td>
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<td>FTI</td>
<td>Fast Track Initiative</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>GMR</td>
<td>Education for All Global Monitoring Report</td>
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<td>GMR</td>
<td>Global Monitoring Report</td>
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<tr>
<td>GNU</td>
<td>Government of National Unity</td>
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<tr>
<td>GPA</td>
<td>Global Political Agreement</td>
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<tr>
<td>GTZ</td>
<td>Gesellschaft für Technische Zusammenarbeit</td>
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<tr>
<td>HEXCO</td>
<td>Higher Education Examination Council</td>
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<tr>
<td>HTEI</td>
<td>High Training Educational Institute</td>
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<tr>
<td>ICQN</td>
<td>Inter-Country Quality Node</td>
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<tr>
<td>ICT</td>
<td>Information and Communications Technology</td>
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<tr>
<td>IG</td>
<td>Inclusive Government</td>
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<tr>
<td>ILO</td>
<td>International Labour Organization</td>
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<td>IMF</td>
<td>International Monetary Fund</td>
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<tr>
<td>INEE</td>
<td>Inter-Agency Network for Education in Emergencies</td>
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<td>IOM</td>
<td>International Organisation for Migration</td>
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<td>ISOP</td>
<td>Integrated Skills Outreach Programme</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<td>-------------------------------------------------------</td>
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<tr>
<td>WHO</td>
<td>World Health Organisation</td>
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<tr>
<td>ZIDERA</td>
<td>Zimbabwe Democracy and Economic Recovery Act</td>
</tr>
<tr>
<td>ZIMCHE</td>
<td>Zimbabwe Council for Higher Education</td>
</tr>
<tr>
<td>ZIMDEF</td>
<td>Zimbabwe Manpower Development Fund</td>
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<tr>
<td>ZIMPLATS</td>
<td>Zimbabwe Platinum Mines</td>
</tr>
<tr>
<td>ZIMPREST</td>
<td>Zimbabwe Programme for Economic and Social Transformation</td>
</tr>
<tr>
<td>ZIMSEC</td>
<td>Zimbabwe Schools Examinations Council</td>
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<tr>
<td>ZIMSTAT</td>
<td>Zimbabwe National Statistics Agency</td>
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<tr>
<td>ZIMTA</td>
<td>Zimbabwe Teachers Union</td>
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<tr>
<td>ZWRCN</td>
<td>Zimbabwe Women’s Resource Centre and Network</td>
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### Zimbabwe Fact Sheet

<table>
<thead>
<tr>
<th>Location</th>
<th>Southern Africa</th>
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<tbody>
<tr>
<td>Area</td>
<td>390.757 km²</td>
</tr>
<tr>
<td>Natural Resources</td>
<td>Platinum, diamonds, coal, iron ore, copper, zinc, chrome, gold, silver, magnesium limestone, arable land</td>
</tr>
<tr>
<td>Provinces</td>
<td>Bulawayo Metropolitan, Harare Metropolitan, Manicaland, Mashonaland Central, Mashonaland East, Mashonaland West, Masvingo, Matabeleland North, Matabeleland South, Midlands</td>
</tr>
<tr>
<td>Capital City</td>
<td>Harare: Population - 1,896,134 (2002 national census)</td>
</tr>
<tr>
<td>Local Authorities</td>
<td>31 urban authorities comprising cities, municipalities, town councils, and town boards; 60 rural authorities</td>
</tr>
<tr>
<td>Population</td>
<td>11,631,657, of which Male = 5,634,180 and Female = 5,997,477 (2002 national census), growing to 12.3 million (2009 estimate)</td>
</tr>
<tr>
<td>Political System</td>
<td>Republic</td>
</tr>
<tr>
<td>Official Languages</td>
<td>English, IsiNdebele, Chi Shona</td>
</tr>
<tr>
<td>Economically Active Population</td>
<td>5,664,924, of which 9.3% classified as unemployed, 30.3% as communal and resettlement area workers, and 60.36% as employed (2004 Labour Force Survey)</td>
</tr>
<tr>
<td>GDP</td>
<td>$5.1 billion (IMF)</td>
</tr>
<tr>
<td>GDP growth rate</td>
<td>8.1% (2010 estimate from the Ministry of Finance)</td>
</tr>
<tr>
<td>Total Foreign Debt</td>
<td>$7.1 billion as of 31 December 2009 (139.2% of GDP) (IMF)</td>
</tr>
</tbody>
</table>

1. Introduction
1.1. Overview and Background

This report on Zimbabwe’s response to education in reconstruction is one of four other national studies involving Liberia, Kenya, and DRC examining the capacity of role players to be responsive to diverse education needs in managing education recovery in emergency situations.

The study is informed by two broad development frameworks. ADEA’s Holistic Approach to Education which states “that all diverse forms of education are recognised, irrespective of their target audiences, delivery mode, sub-sector in which they are placed ..., as being of equal dignity and contributing to the achievement of lifelong education, cross-fertilising one another and deserving to be all valued, supported, articulated and coordinated within the framework of a holistic, integrated and diversified vision of education.”

The holistic approach requires a wider expansion of quality education and a broader vision of the diversity of learners’ types. The range of learning opportunities required to meet the needs and respond to the situations of learners in post conflict or emergency situations needs to be reviewed. Ideally, recognition of all non-conventional education modes would help build effective bridges to enable learners, irrespective of their age, to move from one learning type to another or to go back to the formal system after having been displaced or prevented from doing so by conflict or any other cause such as an economic recession.

The second is ADEA’s Inter-Country Quality Node (ICQN) policy initiative on Peace Education, which was formed in 2010 as a forum for countries facing education crises in post-conflict circumstances. Its purpose is “to utilize our education systems as agencies and forces for re-building, conflict prevention, conflict resolution and nation building”. The establishment of an ICQN in Peace Education provides a platform for African Ministers of Education to share lessons learnt across national boundaries to inform future initiatives and strategies to offer a holistic response to education in crisis. This study comes at an opportune moment to ensure that planning for education in crises, broadens ADEA’s goal of achieving creative, African-led responses to tackling the major challenges facing educational development in Africa.

Hyperinflation is not a new phenomenon in Africa with countries with a number of countries having experienced prolonged periods of hyperinflation and recessions. Often these periods are characterized by rapid drop in value of currencies, skills flight and increases in poverty all these culminating in the decline of the quality and capacity of the education sector. The case of Zimbabwe provides an

1 ADEA Working Group on Non Formal Education (Nov 2010) Concept Note Harare: Zimbabwe

opportunity to draw up policy lessons on mitigating the effects of such an economic meltdown on the education sector and how to manage the revival of the education system in a post emergency situation.

Research indicates that strengthening education management is essential to underpinning education reform. If the system of education planning and management has broken down or is weak, then it becomes increasingly difficult to achieve sustainable improvements in other areas. Capacity building that strengthens planning and governance structures from the earliest phase can accelerate further development in the education sector.\(^3\)

This study seeks to identify conditions facilitating positive education transformation and revival, deriving promising practices in policy, planning, service delivery, resource mobilization and monitoring systems. The country case studies encompass post-conflict, emergency and reconstruction contexts, with more emphasis on the latter.

### 1.2. Situating the Study in the ADEA Triennale

ADEA is organising an African-wide policy dialogue on education transformation, focusing on how to promote critical knowledge, skills and competencies for sustainable development in Africa. A key concern for countries is the low levels of critical skills and competencies among very large numbers of young people leaving the education system at different levels and entering the world of work. There are three sub-themes to this policy forum, known as the ADEA Triennale, which deal with basic education, post-secondary education and higher education, all with links to life-long learning. This study on Education Reconstruction in fragile situations is informed by the policy issues raised under sub-theme one, on Basic Education ‘common core skills for lifelong learning’. The following concepts and issues drawn from this sub-theme are part of this study’s conceptual framework.

**Paradigm shift in basic education**

The conceptual framework of ADEA’s sub-theme one advocates for the acquisition of common core skills by all, which cannot be attained without corresponding shifts towards adopting a holistic, integrated and inclusive approach to basic education, the move towards a diversified but equitable basic education system and thus the full recognition of alternative pathways for education and training; and the emphasis of reform on learning processes and outcomes that are relevant in learners’ lives and in the context of sustainable development.

**Towards sustainable development in Africa**

This common core is the foundation for all people, young and old, enabling them to contribute to the promotion of sustainable development: in terms of preservation of the environment, the careful use of natural resources, the construction of inclusive societies and the fostering of peace and solidarity.

**Key concepts related to ‘common core skills for lifelong learning’**

\(^3\) IIEP (2009) Eds Nicolai: p53
A central concern will be with the acquisition of ‘skills and competencies’. While skills tend to be more associated with ‘knowing how to do something’, the concept of ‘competencies’ draws attention to the actual combination of skills and action. Of interest to this study, is the link between skills and the world of work, and how transferable education outputs are in improving employability of youth.

ADEA’s sub-theme one, advocates for a focus on basic work-skills and work-related education which refers to developing basic knowledge about the world of work, learning about one’s own talents, aptitudes and interests, and developing basic dispositions that are essential for successful job-search, engaging in self-employment and for effective functioning in the work place. These skills are considered to be essential components of good quality education for success in the world of work. By building these learning outcomes into the curriculum and pedagogy of basic education, this level of education can provide an effective basis for vocational skills development. Zimbabwe like many Sub Saharan African countries are putting more emphasis on the youth and TVET is the main strategy to solve youth unemployment.

The acquisition of skills and competencies needs to be both lifelong and life-wide. **Lifelong learning** refers to the continuous building of skills and knowledge during the lives of people though a wide variety of learning opportunities that may be available. **Life-wide** refers to inclusivity, where access to learning at different levels is available to all. The ‘life-wide’ dimension is particularly relevant for efforts to bring and keep disadvantaged young people into basic education, where necessary through enhancement of non-formal or other alternative learning programs. The latter may be needed for young people who have to work because of poverty, for over-age boys and girls, those affected by HIV and AIDS, and for others who for various reasons have dropped out or cannot enter full-time regular education. Both these concepts are of significant relevance.

**Communication, language and literacy skills**

Communication, oral and in writing, as a basic skill is vital for interacting with other people and the environment, as a way of expressing ideas, views, emotions, interests and ambitions - and thus of projecting identity, understanding and intentions. Communication is closely associated with literacy skills and language proficiency.

In many countries of Africa command of language and its effective usage in communication has become a major issue as a result of political preferences for the usage of a metropolitan language as the language of instruction at most, if not all, levels of learning. The value of basic learning in the mother-tongue has been widely recognized. The constraints of using a second, foreign language as the language of instruction are most severe at the level of basic education when foundation knowledge and cognitive skills have to be acquired in a language that is not the mother-tongue, or when the mother-tongue is only used as a transition to continued learning in a poorly mastered (often international) second language (Alexander, 2005 as quoted in ADEA (2011) sub theme one Concept Note).

**Main issues and challenges for basic education**
The inclusive and effective acquisition of common core skills relevant for sustainable development has implications for:

(a) Gearing education systems as a whole towards successful acquisition of what are nationally defined common core skills; and
(b) Embedding the process of skills development (life-wide and lifelong), programmatically and institutionally, within the country socio-economic framework for sustainable development.

This study establishes how Zimbabwe dealt with the economic recession and draws policy lessons to African Ministries of Education grappling with the challenge of responding holistically to the education needs ensuring sustainable development, peace and prosperity to their countries and to the continent.

1.3. Education in Reconstruction: The Rationale for the Study

Moving beyond quick wins requires the development of more robust national planning and information systems. Countries that have made the transition from conflict into longer-term recovery, such as Ethiopia, Mozambique, Rwanda and Sierra Leone, have forged partnerships with donors aimed at developing and implementing inclusive education sector strategies that set clear targets, backed by secure financing commitments. (UNESCO, EFA GM Report 2011; p35)

The educational needs of children and youth affected by conflict, emergencies and fragility have become an area of increasing interest. The Dakar Framework for Action emphasizes the importance of responding adequately to the needs of education systems affected by conflict, natural calamities and instability and conducting educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict.

The capacity of an education system to respond effectively in a post conflict, or emergency situation is critical to the recovery and reconstruction of the sector as well as to social and economic sustainable development. Furthermore, research demonstrates that education is pivotal in stimulating economic recovery as this will equip individuals with new skills to increase workforce’s relevance and innovation. Education improves livelihoods of individuals as it equips them with life skills as well as enhancing their employability.

Nevertheless, education remains the most neglected area of an underfinanced and unresponsive humanitarian aid system in countries afflicted by conflict or humanitarian crisis. The GNU in Zimbabwe has provided stakeholders with a window of opportunity to establish recovery and reconstruction strategies. Zimbabwe’s education system has been left in a grey area lingering between humanitarian aid and long-term development assistance. Failures of early recovery and reconstruction are often the result of insufficient resourcing by governments and development partners to building inclusive, holistic and effective planning and management systems for education delivery.

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5 UNESCO(2011) EFA GMR
To advance understanding of the different features of situations of fragility education response planning and management strategies, this study will examine the concept of holistic education in evaluating the capacity of countries to adopt a responsive approach in the context of economic decline.

1.4. Study Purpose and Objectives

The broad questions that will guide this research include the following:

- What are the drivers of conflict, fragility and emergency in a country?
- How does the education sector’s reconstruction responses mitigate or worsen fragility in a country?
- What are the necessary structures and processes in education reconstruction and recovery that are part of an effective management response?

In terms of the specific countries being surveyed:

- What are the features of the management responses in the countries being surveyed?
  - Policies
  - Planning, Sector Management and Coordination
  - Key Stakeholders and Partnerships
  - Monitoring and Evaluation mechanisms
  - Resource Mobilisation and Financial management
  - Critical areas in need of response

2. Study Country: Background and Context

2.1. The Regional Context: Trends in Education Reconstruction

“Since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed.” Preamble to the UNESCO constitution

Education reconstruction is mainly associated with post conflict situations where the countries have been involved in an armed conflict that has resulted in the destruction of facilities and national infrastructure. In Zimbabwe the economic decline has created a loss of institutional memory as highly skilled and experienced personnel have been forced to migrate abroad. Due to inadequate maintenance and replacement of school infrastructure, teaching and learning materials and equipment have deteriorated in the last decade. Zambia experienced the same during the 1980s up until the 1990s due to economic factors that saw government reduce its spending on basic education.⁶

⁶ Primary Education in Zambia
What is the role of education in these circumstances? As will be argued in more detail later, it can have both a positive and negative effect. In Africa, given its propensity to poverty and conflict, provision of education can have a heightened effect in impacting on the consequences either way – towards peace and stability or towards further unrest.

Too little education, unequal access to education and the wrong type of education can make societies more prone to conflict. Over 60% of the population in many African countries is less than 25 years old. When large numbers of youth are denied access to obtaining core skills for lifelong learning, resulting in poverty and unemployment, they become a source of political instability and anti-social practices, in 2011 as a result of youth feeling left behind, a wave of protests erupted throughout North Africa and the Middle East. Perceptions that there is inequitable distribution of education provision and resource allocation have been a factor behind many conflicts in places ranging from Nigeria’s oil rich Niger Delta Region to the northern regions of Cote D’Ivoire. It is high time that Africa recognizes that political conflict irrespective of its cause may grow into an armed conflict which has disastrous consequences for the country therefore the need to use education as a vehicle for peace building and conflict resolution.

The lessons learnt from these experiences is that education reflects the status quo by reproducing and failing to challenge existing patterns of inequity, violence, corruption and inefficiency. Education must address inequity and ensure that core competencies and skills are taught which allow young people to grow into sustainable livelihoods.

African countries have made a sustained effort to ensure equitable access to quality education – notably Ghana, South Africa, The Gambia, Mauritius, Sao Tome, Botswana, Seychelles, and until recently Zimbabwe – and these countries enjoy stability and growing prosperity. As a result of better education Zimbabwe’s educated workforce successfully migrated to neighbouring countries and abroad to look for better opportunities when the country experienced an economic crisis. This is not to argue that education is the defining characteristic of peace and stability but it enhances prosperity and provides the basis for the development of human and social capital. There are some key indicators associated with a positive education approach. Education systems in these progressive countries tend to focus on delivering a competency based curriculum, minimum standards in levels of resourcing of teaching and learning facilities, materials and educators, progressive targeting in increasing access to education of marginalized and poor children and a high investment in early childhood education.

More recently, African countries with a positive education approach have begun to reform their secondary and post-secondary education systems. Although there has been a 40% improvement in the total secondary gross enrolment ratio for Sub-Saharan Africa in the last eight years, technical vocational education’s share has declined by six percent. Information plays an important role in service delivery as it ensures greater accountability between the state and citizens and provides incentives to the state to comply with its citizen’s wishes. The lessons learnt by these experiences are that education is more than service delivery and it should be recognized for the diversity of roles it plays – as a stabilizing force

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7 EFA GMR (2011) p54.
8 Peace building and state building
and a potential means to mitigate conflict, contribute to state-building and build more resilient societies.

2.2. The National Setting: Zimbabwe’s Education Profile

Zimbabwe’s formal Education System is split between two Ministries, Ministry of Education Sport, Arts and Culture (MoESAC) and Ministry of Higher and Tertiary Education (MHTE). The country’s objectives and goals for the education and training sector are enshrined in the mission statements of the two ministries which read:

Ministry of Education Sports Arts and Culture: “To promote and facilitate the provision of high quality, inclusive and relevant Early Childhood Development (ECD), Primary and Secondary Education, Special Education, Life Long and Continuing Education, Sport, Arts and Culture”.

Ministry of Higher and Tertiary Education: “To provide an effective system for the production of patriotic and competent high level manpower through the provision and accreditation of higher and tertiary education programmes and institutions for sustainability and global competitiveness”.

There are other ministries involved in the provision of education specific to their main areas of focus such as health, agriculture, mines and mining development, youth etc.

Zimbabwe Education Crisis

Historically the Zimbabwe’s education system was among the best in the region. The deep economic recession witnessed between 2000 and 2008 coupled with the hyperinflationary environment during the same period adversely affected educational provision at all levels. These factors have brought the following to the education sector:

- High levies and fees cause high drop out rates
- Crisis hit peak in 2008 schools fail to operate efficiently for the greater part of the year, Teachers are incapacitated to do their work, the examinations council fail to release results on time due to economic reasons, pass rates for schools fall.
- Minimum external support due to economic sanctions, political context and humanitarian funding streams which tend to ignore education.
- Currency devaluation causes civil servants salaries and teacher salaries drop to approx $2 per month – unsustainable for living.

Figure 1 below shows the pass rate trends in primary and secondary school examinations at grade seven(primary school leaving examination), ‘O’ level (Lower secondary examination) and ‘A’ (Upper secondary examinations). The graph shows a decline particularly between 2007 2008 and the worst affected is the grade 7 examinations.
Figure 1: Primary and Secondary School Pass Rates (2005 – 2009)

Source: MoESAC EMIS 2009

3. Study Methodology

3.1. Conceptual Framework

Theories on the role of education in reconstruction and recovery are newly emerging and tend to be grounded in work undertaken by international agencies seeking synergies between their goals and that of broad development agendas. The assessment of education responsiveness in reconstruction and recovery situations is framed by a conception of education that is holistic and recognizes the diverse needs of learners in different situations outside of formal schooling.

3.1.1. Education in Reconstruction

This study is focused on countries in post-conflict or fragile situations related to socio-political and economic crises, rather than natural disasters. It is only recently that education provision has been recognized as a key humanitarian response in a situation of an economic crisis or emergency in a country. The evidence on education’s appropriate role in mitigating conflict, creating social stability and peace is still under investigation, however. Of interest to this study, is the role of planning, coordination and management in the recovery and reconstruction of the education sector after an economic meltdown.

One of the first donors in developing a framework, USAID, believes that countries in reconstruction and recovery situations require new ways of conceptualizing, delivering and evaluating the impact of
development assistance, particularly in education. The Fast Track Initiative (FTI), a multi donor funding mechanism, established by major development agencies and organizations to accelerate slow developing countries in achieving the Millennium Development Goals and Education for All, has a framework designed to assess the education priorities and funding gaps in fragile, reconstruction and recovery states. In most instances, FTI requires a comprehensive sector plan as an essential element for eligibility for accessing its funds. In response to situations where the human and institutional capacity, data availability, security or social conditions and/or political commitment do not permit the development of a comprehensive sector plan, the FTI uses its Framework as a tool to assist the development of an interim country strategy for education.

All role players need to engage and participate in this collective understanding. The FTI framework proposes that the countries should not simply continue with existing patterns of provision, as these could be sources of social conflict and tension, but look for new innovative ways to meet the education needs of all learners.

The FTI Framework measures a country’s development trajectory in terms of four domains:

1. **Sector assessment, planning and coordination** - The emphasis is on coordination of key agencies and stakeholders in the education sector, to establish coordinated assessment, monitoring and reporting processes that identify priority programmatic issues and opportunities for sector planning.

2. **Resource mobilization and financial management** - Measures to strengthen local, regional and national systems of financial control and management and to coordinate different streams of resources and financing with an emphasis on control and transparency are paramount.

3. **Service delivery** – The emphasis is on system-wide attention to human rights, gender and other equity, diversity and inclusion issues, protection and psycho-social needs, and the principles of rule of law.

4. **Monitoring system improvement** – To track progress is especially needed in situations of fragility where official sources of information are often limited. The emphasis is to build government capacity to regularly report on key indicators of education progress, including learning outcomes. Monitoring education progress must also include monitoring underlying causes of fragility and the role of education within that.

The FTI’s four domains of analysis lend themselves to a conceptual framing of this ADEA four-country study situation, in terms of education management and policy support. Additionally, the FTI Framework provides a schema for mapping the unique political, security and social characteristics and trends that shape education provision in a country.
In the above figure, countries in the High Commitment but Low Capacity quadrant are typically those that are emerging from a drawn out conflict, or recovering from natural disasters. This characterized Uganda in the early 1990s, or Mozambique following its long civil war. In these cases there was strong political will to build capacity to rehabilitate public services. The reconstruction strategy in these cases would focus heavily on the rehabilitation of national capacity to organize and manage education services. On the other hand, a country with Low Commitment and High Capacity is typically characterized by authoritarian rule, restrictions on public discourse and media, with a heavy reliance on security forces to keep public order. Although its economy and public resources may be adequate, it has low levels of support for basic education. For countries in this condition, an interim strategy may well focus on regional and community initiatives, seeking to build local capacity. The analysis of how these forces impact the education system, and the ways that they can be mitigated, are critical considerations for developing a strategy to support the education system.

This feeds into the discourse on how to typify countries in terms of their fragility or phase of reconstruction and recovery. The INEE proposes four situations of fragility stages.

1. The first stage is acute situations of fragility in which the crisis is at its height or has only just ended and basic service provision has not yet resumed.
2. The next phase is Early Recovery, whereby attempts to resume basic services have started or are about to start.
3. The Mid-term Transition stage follows and basic services have resumed and a measure of stability has been attained.
4. The last phase identified is the Long-term Transition in which basic and other services have been operational for some time and the country is assumed to be stable.

These concepts will assist in typifying countries’ phases of reconstruction (INEE stages) and their development trajectory (FTI schema) in order to evaluate the various response strategies adopted by the case study countries.

More recently, INEE Working Group on Education and Fragility extends the debate further by exploring how political, social and economic conditions linked to conflict and fragility – including poor governance, violence, repression, corruption, inequality and exclusion – may affect quality, relevance, equity and management in ways which not only reduce education and peace dividends and reverse development gains, but which can also further entrench or exacerbate economic, social or political instability. Their paper illustrates the ways in which education may either worsen or alleviate such conditions by looking at issues of access, equity and inclusion, relevance via content and quality, and management structures and participation. The paper concludes with a set of recommendations directed at policy-makers and practitioners. Here it is suggested to:

- recognise the potentially diverse roles of education in conflict-affected and fragile contexts;
- include an analysis of such roles in the educational planning and sector review processes, and
- take a holistic perspective of the education system that goes beyond the primary level and which focuses on both access and quality.

The assessment of country responsiveness in post conflict or fragile situations, for the purposes of this study, acknowledging the diverse roles education can play given countries unique development paths, will focus on the education planning, sector management, financing and monitoring capacities and practices adopted. The conceptual framing of the study will also adopt a holistic perspective of the education system, that goes beyond basic education services and includes consideration given to secondary, technical and vocational and higher education, as well as to alternative modes of delivery for children and youth who have missed educational opportunities.

3.1.2. Holistic Education

ADEA’ s Working Group on Non Formal Education has proposed a Holistic Education Framework (2010) that acknowledges that all the different forms of education (classical, traditional, non-formal and formal) – whatever their targets, their modalities, their sub-sectors – contribute to a lifelong education. All these forms of education should be interrelated and linked.9

There are 11 practices proposed by the framework for ensuring this:

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9 ADEA (2010) Inter-Country Quality Node Peace Education
1. Mobilise all stakeholders – all are engaged in developing an inclusive framework that includes all sub-sectors. Grass roots communities are at the heart of preparing the education vision.

2. Move towards diversified modes of provision so that there is interdependence and equivalence of education of life long learning.

3. Revise programmes and methods of teaching and learning to accommodate the need to differentiate programmes for different age groups and their complementarity.

4. Harmonise the national curriculum to ensure various learner exit profiles are recognised and can articulate with other modes of learning.

5. Improve governance of education by improved coordination of interventions, reinforced partnerships among stakeholders and decentralisation strategies.

6. Promote a diversified education vision through strong and constant political support for an integrated education system that is financially supported. Put in place the monitoring and evaluation systems for different programmes in order to improve dialogue and intervention strategies.
   a. This includes the evaluation of apprenticeships.
   b. The planning division creates structures across all sub-sectors of education to avoid marginalisation of non-formal education.

7. The annual statistical reports cover all sub-sectors.

8. Create a knowledge validation system that accredits all the national skills and training.

9. Promote capacity building – particularly focusing on empowering decentralised structures.

10. Ensure that all education sub-sectors have access to adequate and equitable resources needed to implement effectively. The alternative education sub-sector should have space to mobilise additional resources for its needs.

11. Develop research innovation and up-scaling of alternative and non formal education programmes.

In terms of the focus of this study, this framework brings a heightened interest in how countries in recovery situations respond holistically to education - in the areas of stakeholder coordination, mobilization of community engagement in education planning and provision, governance and management at the lower levels; the diversity of modes of provision and monitoring of the different programmes, political support for a new holistic vision, capacity building and resource allocations.

Similarly, the Basic Education in Africa Programme (BEAP) Framework (2009) seeks to support a holistic and comprehensive reform of basic education, with a strong focus on curriculum renewal. Key principles of BEAP include an emphasis on skills and competencies as learning processes and outcomes; the democratization of access and participation in education, as well as of participation in decision-making; taking a holistic approach to basic education development; and the importance of ‘equitable diversity’. There is an over-arching focus on entrepreneurship education and its various modes of delivery (right from early childhood) to prepare young people for life and work.

The BEAP framework adds to the conceptual framework of this study by placing emphasis on the role of stakeholders and partnerships as critical, enabling conditions for such integrated basic education reform to take place. These include the review of roles and responsibilities of key stakeholders in this process –
notably the state and non-government partners, and the forging of new and workable partnerships, including public-private partnerships. Such types of cooperation can not only bring in additional expertise and capacity, but also mobilize supplementary funding.

3.2. Literature Review

3.2.1. National Policies and Strategies in Place

It is important, in the country assessments, to evaluate, first, the policies and structures in place at the national level before analysing various aspects that influence and contribute to crisis response. Without political will to develop, implement and drive policy for effective response to Education in Reconstruction, impact of interventions is limited. Timely formulation of responsive policies is essential to attain national coverage of recovery efforts, up scale the mobilization of resources, and coordinate various responses and stakeholders, so as to maximize impact.

Different education stakeholders implement various policies, plans and strategies when tackling situations of fragility, however, the overall responsibility for coordination of response efforts lies with the government, through its national policies and strategies, but for many countries especially, those at early stages of development; progress depends on support from international donors and the community.10

Government policies concerned with education response plans are often multi-faceted given that multiple arms of government at various levels from national level down to grassroots levels are involved in the implementation of such plans. Support can be given at community level, through a multi-sectorial approach with government and civil society partnering with local stakeholders such as school development associations in order to get things done alternatively interventions can be at national level through sweeping programmes and directives.

Education response plans and policies are usually guided by the following principles: enhancing peace and security, revitalizing the economy, rebuilding infrastructure, basic service provision and strengthening governance and the rule of law. In crisis and fragile situations, government policies are influenced by external players such as civil society groups, donors and the international community.

Donors’ policies are largely influenced by “an overriding security, poverty reduction agenda coupled with the need to manage fiduciary risk”11 from a top down approach12. Often home country policies influence the nature of response policies. Donor responses can be guided by policies which influence at the macro-level, that is, structures, strengthening government systems and capacity building. It is common for different donors to develop their own strategies when tackling a particular area. However, donor funding is usually restricted and conditional leading to in some instances a reluctant adoption of donor policies by government.

10 IIEP. (2009) Donors engagement supporting education in fragile and conflict affected states. pg 23
11 A type of risk that accounts for the possibility of a trustee/agent who is not optimally performing in the beneficiary's best interests. This does not necessarily mean that the trustee is using the beneficiary's resources for his/her own benefit; this could be the risk that the trustee is not achieving the best value for the beneficiary. http://www.investopedia.com/terms/f/fiduciary_risk.asp
12 Donors engagement supporting education in fragile and conflict affected states. CfBt education trust. UNESCO 2009 pg 109
In some cases, donor funding is not managed or coordinated by the government due to political considerations, and this diminishes the government’s ownership and responsibility in reconstruction efforts as well as sometimes resulting in duplicated programmes or limited coverage. In addition, donor funding can be restricted and tied down to certain programmes and/or is conditional, and this limits the scope of funding possibilities and may undermine national efforts at assisting the most affected populations and areas.

3.2.2. Key Players, Stakeholders and Partnerships

This study examines responses from key players in the recovery and reconstruction of the education sector which include the government, represented by the Ministry of Education and/or other ministries and departments. In some countries, there is a specific department or taskforce in place to manage and coordinate the sectorial responses in situations of fragility and fragile situations. Communities, recognizing the intrinsic worth of education and being hit the hardest, are often among the first to fill any void created by the crisis, parents step forward to provide education in reconstruction and situations of fragility settings13.

Increasingly, partnerships are seen as crucial to the success of tackling education during and after emergencies. The 2009 UNESCO Global Monitoring Report strongly identifies ‘partnerships’ as key to improving educational funding and services.14 An assortment of partnerships is being forged in development work the study traverses through the Zimbabwean education sector the report to document such partnerships and strategies. The report accentuates relationships formed among aid actors, governments, bilateral/multilateral agencies, civil society, research institutions and private sector in Zimbabwe.

3.2.3. Sector Planning

In many countries, the education response plan is part of a wider national plan for recovery, informed by a needs assessment of some form. The study investigates how the needs of the education system are assessed in Zimbabwe, which stakeholders are involved, what review processes are established and how feedback on progress is included in the next cycle of planning.

During the early stages of a post conflict or reconstruction, rapid needs assessments play a critical role in establishing the status of education, these studies inform the responses and early recovery plans and steer the recommencement and improvement in quality of education service provision. The needs assessment also play a role in determining the path to medium and longer term preparedness and response planning in education reconstruction.

Needs assessments tend to be led by Ministries of Education, usually in collaboration with development partners, using a variety of mechanisms and instruments such as surveys, Education Management Information Systems (EMIS), statistical reports, risk analyses and other data collection exercises. Most

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14 Opportunities for change Education innovation and reform during and after conflict UNESCO IIEP 2009 pg 91
Ministries of Education have a specialized unit in place that work specifically with education statistics and provide technical support to the planning department in developing and implementing education policies and strategies. What is critical in any emergency situation, however, is the engagement of non-government and civil society in playing a role in shaping the education response strategy—as often state actors lack sufficient resources to cope— as ultimately its effective implementation tends to rest on commitment and support of it.

3.2.4. Monitoring and Evaluation

The study reviews the Monitoring and Evaluation (M&E) system and frameworks that the country has developed, to track resources as well as gauge the performance and ensure learning achievements and outcomes are being reached. Research indicates that M&E systems that are decentralized to lower levels are more effective in monitoring progress of education at schools and other learning institutions.

A country emerging from an economic recession needs to carefully monitor the education system and analyze progress, in order to guide and direct rebuilding efforts and to ensure that the needs of disenfranchised groups are met. In addition, educational quality and relevance need to be measured in light of both economic growth and educational goals.

3.2.5. Resources and Funding Gaps

Education resources are split between financial (government allocations, donor funds, loans etc.), physical (equipment, supplies, infrastructure, communication etc.) and human (staff and skills). This study explores government allocations to the education sector and evaluates the Ministry of Education’s capacity to manage and disburse the funds within the sector and coordinate support received from external agents.

The study will also assess the ability of government to engage with civil society in various forums, local structures and initiatives. Local community resources need to be captured as communities quickly mobilize resources and implement short term relief interventions to respond to immediate basic and education needs, however, communities rarely have a voice in the planning of reconstruction efforts.

In addition, the support from donors will be evaluated as donors tend to support education in developing countries, especially those in reconstruction situations through a variety of funding mechanisms and implementing partners. Funding mechanisms include sector budget support, Multi-Donor Trust Funds (MDTF), project support and humanitarian appeals. Donor assistance through sector budget support encourages country ownership and capacity building. However, donors are often hesitant about using this mechanism in situations of instability. Vehicles such as MDTFs create unbalanced partnerships where donors have a disproportionate amount of influence over how funds are allocated.

It is important for countries to identify and evaluate the resources available and determine the shortages and capacity gaps in reconstructing and developing the education system. Severe resource constraints, lack of capacity of the government and poor infrastructure hinder and prolong recovery in
the sector. Furthermore, the harmonization and alignment of resources are important given the scarce resources in most cases, to avoid duplication and undermining of education reform and reconstruction.

3.2.6. Thematic areas of response in the education sector

Apart from the aforementioned features of the education response strategy, there are a number of thematic/sub-sectors within the education sector that require immediate attention during or following a times of fragility which ought be covered by the response strategy. In assessing the countries capacity to be responsive to education, the study will examine the critical areas of response, specific to Zimbabwe. Some of the main areas of response during or after conflict and situations of fragility, that the WGEMPS has identified, include but are not limited to the following:

i. Teacher training and deployment: teachers are one of the most critical resources in education reconstruction; without teachers educating children is not feasible regardless of physical resources being available.

ii. Curriculum review: In any system curriculum review is a continuous process but in post conflict countries the review of the curriculum should be carried out in order to assess the relevance and quality of learning. In emergencies, curriculum review aims to address the immediate needs, while also contributing to the long-term reform/change process.

iii. Peace Education Programmes: A major aspect of curricula reform should be the integration of peace education programmes in learning. Peace education is fundamental to all facets of the basic education of society and would be of great benefit to development and stability and avoid relapse into conflict. The scenario in Zimbabwe however does not dictate a huge emphasis on this component as the crisis was a result of an economic recession, Peace Education however still has a role to play as some incidences of political violence have been reported in the past decade.

iv. Technical Vocational Education Training (TVET) and Non Formal Education (NFE): In the recovery period, jobs creation has to be stimulated unfortunately in most instances the labour force is not highly employable as in most instances they have skills mismatched to the available jobs. As a panacea to this challenge the Governments need to have national policies on, and ensure the provision of, TVET and Non Formal Education (NFE) opportunities, together with implementing alternative and innovative learning approaches such as catch-up and accelerated learning.

v. Displaced and vulnerable children: Beyond an unstable period, education response efforts need to target and make provisions for displaced children and orphans who are left most vulnerable. The government, through the Ministry of Education, should take a strong stance on ensuring all children of school going age get access to education.

vi. Safety and Security: Governments need to mobilize resources towards school infrastructure building and rehabilitation after a crisis as well as ensure security of schools in affected areas during and after a crisis. Schools sometimes become safe havens during a crisis such as conflict or a natural disaster, therefore school safety and sanitation requirements need to be established and enforced. The attention
required for this in Zimbabwe is minimal as the challenges are of an economic nature, the limited reports of teacher displacement however need to be addressed.

vii. Nutrition and health care: Closely linked to this are food provisions to schools and health programmes. Governments can coordinate with relief organisation to provide food and health services to schools in areas critically affected by the crisis. Health care is vital for areas that have undergone a major crisis such as plague, flooding, earthquake, war, outbreaks of cholera etc.

3.2.7. Field Work
The ICQN for Peace Education identified the four case study countries as members of the ICQN with potential policy lessons for learning promising practices for countries in similar situations. ADEA contacted the Ministers of Education in each of the countries for their endorsement and support for the research programme. After literature research on education transformation in post-conflict situations as well as focusing specifically on the contexts of the four case studies, the research team developed a number of interview guides for the field work. These were piloted with some key stakeholders in Zimbabwe.

3.2.8. Interviews with Stakeholders
After receipt of a letter of approval to conduct this study in Zimbabwe from the Minister of Education, key stakeholders were identified and contacted prior to the field visit. Stakeholders in Zimbabwe’s education system were interviewed these include - the Ministry of Education, Sports, Art and Culture, Ministry of Higher and Tertiary Education, the ministry of Youth Development, Indigenization and Empowerment, UN agencies, NGOs, Civic Society Groups and teacher unions. Field visits were conducted between July and November 2011.

3.2.9. Limitations of the Study
Fragility, post conflict, education in crisis – all are politically fraught terms that are often unacceptable to the respondent country’s decision makers, particularly those in government in countries that might be in those situations. The study, therefore, took a cautionary approach in terming the investigation in words such as situations of fragility and education reconstruction which may have led to some misinterpretation and confusion of focus. Given its political sensitivity there may be deliberate obscuration of facts by some respondents in order to protect themselves or hold a particular ideological position.

The study largely relied on secondary sources although field trips were undertaken and stakeholders from different groupings were interviewed but the respondents form a small sample and may not be fully representative of the entire education sector. Hence the analysis presented here is limited by its authors access to as well as the knowledge of the stakeholders interviewed. The views of local community perspectives are particularly poorly captured.
4. **Findings**

4.1. **Field Work and Secondary Source Findings**

4.1.1. **4.1.1 The Crisis Context**

**Social and Macro Economic Context**

Zimbabwe’s social and economic development since independence can be categorized into four periods: the post independence era between 1980 and 1990, the economic liberalization and Economic Structural Adjustment Programme (ESAP) period between 1990 and 2000, the crisis period between 2000 and 2008 then the post – crisis and early reconstruction era from 2009 to date.

Education and Health were considered top priority and this led to strong positive indicators in these sectors. Education expenditure as a percentage of government expenditure ranged between 18.1% and 14.3%. There was a dramatic expansion of both primary and secondary schools, and primary education was made free and compulsory.

In response to declining macro-economic indicators it became necessary to liberalize the economy. The implementation of the IMF recommended ESAP was introduced and central to the programme were reforms with an emphasis on export led policies, monetary policy reforms and exchange rate policies. Under this programme cost-saving strategies were introduced and social services such as education and health were adversely affected. In January 1992 school fees were introduced for urban primary schools and, and safety nets were created through the Social Development Fund. The introduction of school fees and the sizeable increases in foreign exam fees due mainly to devaluation raised the overall costs of education in Zimbabwe at a time when incomes were being eroded. These cost recovery measures reversed some of the gains that had been achieved and the most affected were the vulnerable and the poor who could not afford the user fees. Recurrent droughts coupled with non adherence to the required fiscal adjustments led to a decline in real GDP growth. Between 1991 and 1995 growth averaged about 1.5% per annum. Realizing the deepening economic crisis the government replaced ESAP with the Zimbabwe Programme for Economic and Social Transformation (ZIMPREST) 1996-2001 which did little to arrest the waning economy.

Between 2000 and 2008 Zimbabwe suffered an economic recession that weakened human welfare, economic wellbeing and caused a significant increase in rural poverty, from 20% in 1995 to 48% in 2003. In 2008 the gross national income per capita was estimated at $360 compared to sub Saharan average of $1,428 which made Zimbabwe one of the poorest countries in the world. From the year 2000 to 2007 Zimbabwe recorded a cumulative contraction in the real GDP of 46%. Almost 50% of primary

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17 FAO Plan of Action 2010-2015
18 Zanamwe, L and Devillard, A (2009) Zimbabwe Migration Profile. ZIMSTAT and IOM Zimbabwe
school graduates did not go on to attend secondary school and the general quality of education at all levels had declined significantly due to lack of learning materials, textbooks and supplies.\textsuperscript{19}

In 2007, hyperinflation peaked at 200 million percent, pushing the economy into a downward spiral. This caused a dramatic decrease in available funds for public services, causing further suffering for the increasingly impoverished population. The six US Dollar government spent on educating a child in 1991, fell to around 18 US cents per child by 2008. Almost 50\% of primary school children did not go on to attend secondary school and the general quality of primary and secondary education declined significantly due to insufficient learning materials, textbooks and supplies.\textsuperscript{20} Ongoing and persistent droughts during this period affected the production levels of major food crops and continue to cause hardships and food insecurity among rural and urban populations, particularly vulnerable households. Social protection mechanisms such as burial societies and \textit{Zunde Ra Mambo} (Chief’s grain stores) were affected. Traditional family support networks were also strained as poverty increased.

Political instability during the pre-election period of 2008, also contributed to further displacements of people, and the disruption of learning as schools became contested terrain. There were cases where teachers were forced to flee from their duty stations due to politically motivated violence.

In 2008 the government threatened to ban the operations of some NGOs citing their apparent involvement in political activities, which was outside their mandate.

Since 2009 the country has made significant strides towards economic stability owing to the adoption of multi currency system based on the United States of America Dollar. A positive political change that saw the implementation of a Global Political Agreement (GPA) between the three main political parties that culminated in the formation of a Government of National Unity (GNU) also contributed to the stabilization of the economy. Upon its conception the Inclusive Government launched a Short Term Recovery Programme (STERP) whose main objective was to reverse hyper inflation, negative GDP growth rates, and low productive capacities and improve service delivery in the social sector in 2009.\textsuperscript{21} The formulation of the Medium Term Plan (MTP) which is successor to STERP is a direct response to fundamental development challenges. In order to fulfil one of its mandates espoused in Article III of the GPA of the Inclusive Government will support the strengthening of economic stability achieved under STERP and promote growth, such growth will be inclusive and pro poor in order to simultaneously address the country’s high poverty and inequality levels.

\textbf{Groups most affected by the crisis:}

The Zimbabwean crisis has adversely affected almost every citizen resulting in a substantial exodus of the population into neighbouring countries. With the chronic food shortages exacerbated by the rapid devaluation of the currently, many vulnerable groups plight was worsened. People living with HIV may have developed full blown Aids faster as a result of malnutrition, thereby increasing the number of deaths related to HIV and Aids. Industries that failed to cope with the economic crisis shocks shut down.

\textsuperscript{19} CONCEPT NOTE: Zimbabwe Education Transition Fund (ETF)

\textsuperscript{20} CONCEPT NOTE: Zimbabwe Education Transition Fund (ETF)

\textsuperscript{21} Government of Zimbabwe (2009) Short Term Emergency Recovery Programme
or down sized resulting in significantly higher levels of unemployment. Numbers of orphans and vulnerable children escalated and previous safety nets in place disappeared.

When beneficiaries of the fast track land reform program moved into farms to take up their allocated pieces of land, some were relocated in areas remote and with no access to school while others created pressure on existing school facilities that were meant for former farm workers. This created a huge demand for the establishment new schools in these areas.

Factors that can lead to the re-emergence of the emergency situation if not addressed

Political Uncertainty

Though steps have been made in arresting economic decline and stabilising the currency the outlook for Zimbabwe remains politically volatile because of the shaky nature of the political alliance currently governing the country. There is political uncertainty in finalising the constitution and this affects the lack of clarity on the next election dates. Decision making is often contradictory at the highest levels as the three political parties currently in power lack a common vision. Mixed policy signals for example on indigenisation of foreign owned businesses and elections are also slowing the recovery tempo in the country.

High youth unemployment

As the economy has shrunk by 46% in recent years, unemployment rate has reached an alarming 80% in 2008. Youth are the first to be excluded from the formal economy. Unemployed youth if left to their own means can be a volatile group that will resort to socially unacceptable practises. Youth unemployment has been fuelled by most industry working at below capacity or even shutting their doors. The number of young people lacking any form of post primary education has been on the rise make a large section of society basically unemployable. Those that are often enough to have a post secondary qualification are faced by a stark reality when they attempt to enter the job market as their skills are mismatched to the needs of industry and the employers have a reluctance to try inexperienced youth.

Economic Instability

Some government policies such as the policy on Indigenization and Economic Empowerment are hindering new foreign direct investment that is desperately needed in Zimbabwe. This policy has created a negative perception among foreign investors and its tabling led to foreign investors to take a cautionary approach to Zimbabwean investments. The flow of funds from the external markets into the country is hindered by the existence of sanctions imposed on some Zimbabwean companies and high ranking officials and the existence of acts such as the Zimbabwe Democracy and Economic Recovery Act, 2001 (ZIDERA).

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22 This stipulates that all existing companies should allocate a 51% shareholding to indigenous Zimbabweans – which excludes white Zimbabweans born prior to 1980

23 However organisations such OLD MUTUAL and ZIMPLATS have approached the government on indigenization and reached negotiated settlements which largely benefitted the workers and community and in the process set up a youth fund to assist the employment of under privileged youth.
Unsustainable public sector funds

Zimbabwe’s public finances are in a precarious position and inherently unsustainable. Zimbabwe’s external debt (at over $8.8 billion by IMF estimates) urgently needs to be renegotiated with international creditors as it is limiting opportunities for government to make future borrowings which it needs badly. Currently, the government operates on a cash budget and with limited foreign exchange reserves it has little room to manoeuvre. Civil servant salary increases in 2011 exacerbated the problem by producing a financing gap on wages of US$402 million (an amount almost double the size of Zimbabwe’s gross international reserves and excluding other payments arrears). This situation is unsustainable and according to economists\textsuperscript{24}, there would have to be cuts in capital and recurrent expenditures to balance the books. Virtually the entire budget would be consumed by wages. Unless private sector investment picks up the slack, overall investment in the economy would decline and this will adversely affect service and undermine the Government’s growth projections. There is a perception that there is an urgent need for action to avoid this foreseeable fiscal storm that the economy may not be able to ride.

4.1.2. 4.1.2 The Policy Response

Responsive policies that enhance peace-building are considered necessary in a reconstruction period, particularly one marked by a violent crisis. According to Collier (2002), the key post-conflict priorities should be social policies first, followed by sectoral policies and macro policies last\textsuperscript{25}. Zimbabwe’s economic meltdown was paralleled by social disruption, displacement of people seeking work and widespread allegations of election violence in parts. Below are some of the key policies and strategies introduced in response to the crisis.

Basic Education Assistance Module (BEAM)

<table>
<thead>
<tr>
<th>Summary Data</th>
<th>Amount/No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Allocation</td>
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</tr>
<tr>
<td>Administrative Budget</td>
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<tr>
<td>Amount Released to Schools</td>
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<td>Cost per Child</td>
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<td>Average allocation per school</td>
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<td>Average number of children supported per school</td>
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<td>Number of Targeted Schools</td>
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<tr>
<td>Schools Benefited (submitted applications)</td>
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</tr>
<tr>
<td>Number of Beneficiaries Targeted</td>
<td>560,000</td>
</tr>
</tbody>
</table>


Basic Education Assistance Module (BEAM) is a government-led programme that aims to ensure access to quality education for orphans and vulnerable children (OVC) in the country. Established in 2001 in response to the needs of OVC the program was not very effective by the year 2009 as a result of hyperinflation. In September 2009 BEAM was revitalised and funded under the UNICEF Program of Support for Orphans and Vulnerable Children (OVCs). The program continues to be administered by the Ministry of Labour and Social Welfare.

Table 1 shows the total allocations and releases in 2009 as well as the number of schools and beneficiaries covered by the programme.

The programme was expanded in 2010 to cover secondary schools and about USD 7.96 million has been allocated to BEAM, targeting a total of 1.79 million pupils at both primary and secondary schools.

**Tuition Free Rural Primary Education**

In order to address the rising financial challenges facing parents, in 2009, the Ministry regulated tuition fees ensuring tuition free primary schooling for children accessing government rural schools and up to 30 USD and 60 USD per annum respectively for urban primary and secondary schools. In addition, pupils have to pay levies which range from 6-70 USD at primary level and 10-150 USD at secondary level in government schools. These levies differ across schools and are determined by the School Development Committees. Zimbabwe Schools Examination Council (ZIMSEC) Examination fees at Secondary level also need to be considered in calculating household contributions with 10 USD per subject at ‘O’ Level and 20 USD per subject at ‘A’ Level which is likely to be beyond the reach of many households.

Source: UNICEF, Zimbabwe

*Non-expulsion for non fee paying learners*
This policy, introduced in 2009 stated that no learner could be sent away from public education institutions for non-payment of fees and levies. Schools, teacher’s colleges, polytechnics and universities and other education institutions were advised that they should allow parents to have fee payment plans. However, some institutions are charging interest on all the overdue payments since they are not allowed to send their students away.

The effect of this policy is that students look for funds to register and pay fees for entry and thereafter they do not pay leaving institutions with huge financial gaps.

**Child Friendly Schools**

The Ministry of Education, Sport and Culture introduced a new policy theme called "Creating Child Friendly Schools" as part of its vision to implement the recommendations of the 1999 Presidential Commission of Inquiry into Education in 2007. This policy ensures that school children go to school in safety and learn without fear or threats of violence. This came after realising that school children were being abused both at school and at home particularly the OVCs.

**E-learning**

Of late e-learning has been confined to higher and tertiary education. Recently some local companies have developed e-learning solutions for both primary and secondary education and MoESAC has approved the use of these solutions in schools. Schools that see the benefits of these e-learning systems and have the resources to buy them can use them as teaching aids. Higher education institutions are also using open and distance e-learning in the upgrading of maths and science teachers.

**Waiver of reappointment procedures**

During the currency meltdown, when teachers’ salaries could not sustain their livelihoods, many left the service without following the correct procedures. According to the Zimbabwe regulations, teachers who abscond and then reapply to be re-instated as a teacher need to wait a two year period. However, in response to the teacher shortages, in 2009 the Ministry of Education waived the reappointment procedures to the affected teachers and allowed them back without being penalized. The waiver allowed the teachers to properly resign, apply and reinstated all at once.

**Teacher Salary Incentives and Increases**

In order to respond to low teacher salaries, a policy circular was issued in 2009 indicating that 10% of the school levies collected from parents be allocated to teacher salaries. This policy faces a key challenge in that teachers in schools located in wealthier communities get more pay than those in poor ones. The tendency is for teachers to move to schools in wealthier communities. Some communities in rural areas desperate to retain their teachers are paying their incentives in kind by giving chickens to the teachers.

Despite public criticism of the system, the Minister has indicated it is a necessary evil\(^{26}\) until there are better pay packages for teachers. The policy has however caused erosion in the quality of teachers – and teaching – in the rural schools. It creates a structural inequality that deepens poverty in the rural areas.

The low teacher salaries, lead to a proliferation in 2008 and 2009 of teachers moon lighting by providing extra lessons to their pupils for payment. Although the government clamped down on this activity by

\(^{26}\) The Herald Zimbabwe  28 September 2011
only allowing examination taking classes to do extra lessons, many parents continued to follow the practice as a measure to ensure that their children obtained quality teaching and learning.

In 2011, government announced a civil servant wage increase in July which moved the average teacher salary from $200 to $380 per month, thus securing the retention of many teachers in their posts and relieving parents from the obligation of supporting them in various forms. It is however critical to note that a continued increase in teacher salaries gradually diminishes the sympathy of the parents to the teachers which will subsequently decrease the amount of incentives paid to the teachers. According to the Deputy Minister of MoESAC this forms the base of the anticipated exit strategy of the incentive payment model.  

**Pre-primary education**

A policy on introducing a pre-primary grade to all public primary schools was initiated in 2005. This was in recognition of the importance of Early Childhood Development (ECD) as a foundation for primary schooling and a response to the high costs of crèches in the country which most parents could not afford. Currently 99.3% of the primary schools offer ECD B (for 5 year olds) popularly known as the grade zero and 63% of the primary schools offer ECD A (for the three to four year olds).

**ECD Teacher Training**

ECD is now the eighth priority area in the African Union’s the Plan of Action for the Second Decade of Education. In response to this an ECD policy was formulated and a new three year diploma in Early Childhood Development (ECD) teacher training was introduced in all primary teacher training colleges in the country. Currently 100% of the primary school teacher training colleges train ECD teachers.

**Bridging courses for entry to Higher and Tertiary Education Institutions (HTEIs)**

At the peak of the economic crisis, there was a drop in enrolment in all higher and tertiary institutions, particularly among the teacher training colleges where it fell as low as 25% for primary school teachers’ colleges and 10% for secondary school teachers’ college between 2007 and 2009. In order to increase access to these institutions, prospective students failing to meet entry requirement can enrol in a bridging course at many of these institutions. The bridging course is a programme that coaches the students to re-sit for the Zimbabwe Schools Examination Council examinations in order to meet the entry requirements of the HTEIs.

**New Modes of accessing HTEIs**

As the demand for higher education increased and the government due to economic reasons failed to expand and maintain institutions, HTEIs introduced a new mode of learning called Block Release starting as early as 2004 and revitalised the Parallel programme. The parallel system allows learners who can pay full cost of education without any government subsidy to enrol into institutions of higher learning. Block Release allows learners to come on campus for face to face lectures for a short period e.g. five weeks and a module is taught intensely. The students undertake assignments and further reading outside of the institution and only to return to write the examinations. These innovative strategies have led to

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27 Zimbabwe Broadcasting Corporation, Melting Pot Programme 18 October 2011

28 Baseline Study on the Status of human capital development and training institutions
more flexible learning and payment arrangements allowing more students to obtain tertiary education. This innovation sought to boost enrolment in HTEIs, optimise the use of the resources – e.g. same facilities are being used by threefold the number of students they were designed for without having larger class sizes - to increase the colleges’ finances as well as to fast-track the replacement of human capital lost through the brain drain. These interventions can be heralded as a success as institutions managed to maintain relative stability as they relied on their own finances at a time when grants from central government were unavailable.

Overall, given the tight resource constraints facing the education and training sector, government has sought to address the needs of learners and their households by offering positive policy responses in critical areas particularly those that enhance access. A key challenge is for government to be boldly innovative in restructuring itself in terms of curriculum review, downsizing subject offerings and making difficult choices of giving priority to different modes of education delivery. Having a recent institutional memory of educational excellence coupled with previously high levels of public investment in the sector, it has been a difficult for the Ministries to come to terms with the new economic realities and the response it incurs.

4.1.3. Key Players, Stakeholders and Partnerships

The relationships between key players and stakeholders in education and training in Zimbabwe are complex and highly politicised. There is polarisation between the government and development partners, NGOS and civil society. Even within the Ministry of Basic Education, where the Minister is drawn from one political party, the Principal Secretary from another and some senior Directors from a third it is difficult to find a common vision.

International NGOs are sometimes perceived to be adopting hidden agendas working contrary to the wishes of government. Government has in recent years cut back their areas of operations and their ability to employ international development workers. Grassroots NGOs and CBOs are fragmented and cash strapped. Despite these challenges, progress has been made in establishing some key coordinating mechanisms that have successfully drawn partners and the Ministry together to manage an effective humanitarian response. Further, through partnership, the Minister together with development partners lead by UNICEF has introduced an innovative financing mechanism that has made significant improvements to the quality of teaching and learning in public primary schools.

National ministries and Government Agencies in Education

There is a complex arrangement in the management of the schooling system in Zimbabwe. The Ministry of Education, Arts, Sports and Culture (MOESAC) provides the necessary policy framework and guidelines for the provision of school education. It is however, only directly responsible for the management of 5.6% of primary and 12.2% of secondary schools across the country. Local Authorities that fall under the Ministry of Local Government and Public Works are the largest provider of schooling as they own and run 80% of the primary schools and 70.4% of the secondary schools in the country. The remainder are owned by the private sector, faith based organisations and NGOs - 14.1% of primary schools and 17.1% of secondary schools. Of these private schools, the majority are dependent on the government for some kind of subsidy in the form of teacher salaries or grants to orphans and
vulnerable children. These arrangements structure the dynamics in the sector between the Ministry and stakeholders.

### Table 1 Distribution of Schools by Authorities

<table>
<thead>
<tr>
<th>Authority</th>
<th>Primary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Church/Mission</td>
<td>5.6%</td>
<td>12.2%</td>
</tr>
<tr>
<td>Government</td>
<td>5.9%</td>
<td>12.4%</td>
</tr>
<tr>
<td>Local authorities</td>
<td>80.0%</td>
<td>70.4%</td>
</tr>
<tr>
<td>Other</td>
<td>8.5%</td>
<td>4.9%</td>
</tr>
<tr>
<td>Total</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Source EMIS 2009

Internally, coordination within the Ministry is hampered by the lack of Ministry e-mail and internet facilities that would facilitate better communication and sharing of information resources.

Internally, coordination within the Ministry is hampered by the politicised environment of political parties at odds with each other occupying senior management positions. This is exacerbated by the lack of Ministry internet facilities that would facilitate better communication and sharing of information resources. Telecommunications between the headquarters and outsiders is also limited by poor facilities and interrupted services. As the structure of the Ministry is highly centralised, decision making is often delayed and processes move very slowly.

After the formation of the inclusive government, the then newly appointed Minister of Education, Sport, Arts and Culture appointed an independent National Education Advisory Board (NEAB) in order to have a much more broad participation in education decisions. The board comprises members from teacher unions, association of independent schools and renowned academics. The NEAB conducted a Rapid Needs Assessment on the state of schooling in 2009, this report provided the basis of the many of the international humanitarian interventions in the education sector.

At the tertiary level, the Ministry of Higher and Tertiary Education (MHTE) is responsible for eleven of the 14 teachers colleges, all the eight Polytechnic colleges, two industrial training centres and nine of the 13 universities in the country, the remaining four institutions are privately administered and have strong ties to religious bodies.

Respondents indicate that there is a good working relationship between the MHTE and higher and tertiary education as the Ministry sets standards, policy guidelines and ensures some form of financial grants to institutions, though in 2008 and 2009 these grants were far below the levels required by them. The MOHTE is also responsible for the registration of private institutions and inspects and assess them to ensure standards are met, and establish if programmes being offered are credible.

The MHTE held a highly inclusive strategic planning forum in 2009 where numerous affected Ministries, higher education institutional representatives and stakeholders were invited to provide inputs into a new sector plan for the sub-sector. The funding of such a plan is very constrained as the Ministry only receives 4.8% of government expenditure despite its responsibilities, and there are few donors, besides UNESCO, IOM and DVV that currently support small financial interventions.

The Zimbabwe Council for Higher Education (ZIMCHE) is an independent body with the mandate to set, coordinate and enforce quality standards in in degree providing institutions including the five
polytechnics that offer the Bachelor of Technology programmes. If an institution or one of its degree programmes is not conforming to the quality and standards set then they can close such an institution or stop the particular degree programme. ZIMCHE also carry staff audits in the institutions to check the number of professors, doctors an institution employed. Academics, former university lectures and educationist sit on this council. In recent times some institutions have been instructed to discontinue programmes or some diplomas were downgraded to certificates as the institutions offering the qualification lacked have sufficiently qualified personnel to offer instruction for those programmes.

Coordination across both ministries of education is limited although improving with intermittent attendance of the MHTE in Education Cluster meetings and discussions on post secondary contributions from the next phase of the Education Transition Fund both of which are chaired by MoESAC. However, the role of MHTE should be encouraged to be more hands on in the sector wide planning efforts of the Education Cluster.

A third critical ministry in the sector is the Ministry of a Youth Development, Indigenisation and Empowerment (MoYDIE), whose target is the youth29.

Local authorities and the private sector also own and run technical and vocational institutions. Currently, there are more than 600 registered independent colleges specialising in computers, information technology, carpentry, tourism, cosmetology and many other vocational courses which range from 2 weeks to 3 years.

Although the Ministry of Basic Education holds the portfolio for non-formal education, there is little harmonisation of strategies with other Ministries whose focus overlaps this area. Nevertheless, there is effective inter-ministerial cooperation on an Integrated Skills Outreach Programme (ISOP), adopted in 2006, and aimed at addressing the challenges of youth unemployment by providing skills development training through short competency-based courses lasting between one and three weeks. The Ministry of Youth Development is the implementing ministry, while the Ministry of Higher Education provides technical advice and supervision through its polytechnics. The Ministry of Small and Medium Enterprises is supposed to provide support for the graduates to develop their own businesses. All the VTCs under the Ministry of Youth Development are supposed to participate in the programme. Collaboration is through the twinning of polytechnics and VTCs in order to provide skilled lecturers and trainers who then supervise and monitor the training by the local experts.

Other Ministries and government departments own and manage their own schools and training institutions most of which are offering technical and vocational education. These include the ministries of Health and Child Welfare, Agriculture, Mechanization and Irrigation Development, Gender and Employment Creation, Public Service, Labour and Social Welfare, Defence, Mines and Mining Development, Home Affairs; and Environment and Natural Resource Management.

Development Partners

Bi-lateral development partners have taken a backseat role in supporting education and training in Zimbabwe since the imposition of international sanctions.

29 Defined as between 15 – 35 years of age.
However, with the economic meltdown, development partners recognising the humanitarian crisis facing the education sector, responded by funding a needs assessment of the schools that was undertaken by the National Education Advisory Board, appointed by the Ministry and partners – UNICEF and ADEA. Under the leadership of the new Minister of Education with support from UNICEF, the lead partner, an Education Transition Fund was created in 2009 which allowed partners to make substantial donations to the sector through an independently governed funding modality. This fund, chaired by the Minister, and administered by UNICEF, represents a successful and innovative way of addressing the financial crisis facing education services in schools.

A further important coordinating mechanism to emerge from the crisis is the Education Cluster, created by OCHA, for the co-ordination of Ministries of Education, development partners and NGOs under its humanitarian support programme. It involves key partners in harmonizing, supporting and monitoring education delivery at the school level, particularly during crisis and emergency. The Education Cluster has established an education emergency response network of organisations who can respond quickly and effectively to educational needs as they arise from the result of crisis or disaster. This initiative provides both response activities and assessment information with regard to improved planning and disaster mitigation. The network is an extension of the Education Cluster and is a resource for the provincial and district level Ministry of Education, Sports, Arts and Culture (MoESAC) and the Civil Protection Unit of the Ministry of Local Government.

The general perception by most respondents is that these coordination mechanisms have been successful in bringing together disparate partners and role-players in a context where they were previously not engaged or coordinated. However, some non-governmental sources suggest that it would be preferable to include representatives of teacher unions, school head unions and parent bodies in the identification of priority areas to be funded under the Education Transition Fund.
Further, it was noted that the ECG often recommends the lead role for implementing initiatives to consultants or foreign entities when government bodies mandated to do such duties are in existence and have capacity but simply lack resources.

One respondent interviewed commented that there is perception in his union that the lead donor managing the Transition Fund is wielding undue influence and in some instances used their strong financial standings to convince the government to implement policies that may not be a priority. Respondents also noted that partners necessarily follow their strategic interests and international commitments which may conflict with national agendas.

**Teachers Unions**

There are four teachers unions, namely Zimbabwe Teacher Association (ZIMTA) – the oldest and biggest union with members drawn from primary schools, colleges, secondary schools and Education officers - , the Zimbabwe Progressive Teachers Union (PTUZ), Teachers Union of Zimbabwe (TUZ) and the College Lecturers Association of Zimbabwe (COLAZ). The unions are members of the Zimbabwe Education Cluster and are also represented in the National Education Advisory Board.

Their main role is to represent the teachers on issues of remunerations, work conditions, and restoring their social economic and the social bond between the teachers and the communities. They are however, perceived to be aligned to different political parties and hence their support of policy implementation and education issues is often influenced by this alignment. Unions have highlighted the need to do away with incentives as a form of remuneration and award teachers increments aligned to changes in the Poverty Datum Line.

According to PTUZ, in the post economic recession period, the government has taken a more inclusive stance and tends to consult more when making decisions though more can still be done on this front. However, both unions interviewed indicated that they were not consulted by the ministry in their budget and policy formulations.

**Private Sector**

Another key player is the commercial private sector that largely engages in education and training at the tertiary level through the National Manpower Advisory Council (NAMACO) which governs the training of apprentices and the certification of skilled workers, as well as Zimbabwe Manpower Development Fund (ZIMDEF) which imposes levies on the private sector to finance manpower development. There are also several companies, organisations and cooperating partners that offer scholarships, and contribute to the provision of learning materials and Institutional development.\(^30\)

**Community involvement in Education**

Zimbabwean communities, particularly those in the rural areas, have always played an important role in the provision of education in their respective areas. They have actively participated in the construction and maintenance of school facilities – primarily classrooms, staff accommodation and ablution facilities

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– often using their meagre financial and other resources. The post independence massive expansion in education, particularly in the secondary sub-sector, was made possible largely through community participation in the general management of schools.

Before 1992, parents had limited say in the threshold and management of school fees in public schools. To enable them to participate in the funding and resourcing of schools, the Ministry enacted a legal framework which authorised the role of School Development Committees (SDCs) and clearly spelt out their roles and responsibilities. SDC’s are expected to formulate, within the legal framework, sustainable policies for the administration of the funds and resources under their control. This is necessary to account for the structural and administrative peculiarities found in the administration of funds from central government and those generated from parents and other donors. SDC’s participate in the selection of beneficiaries of the Basic Education Assistance Module (BEAM) and in this way the funds go to the intended beneficiaries.

The Adult and Non-Formal Education literacy programs are also in existence because of community participation. The tutors at these centres are community volunteers who get small allowances from the government for the services rendered.

**Households**

Parents have made huge sacrifices to keep their children in school under very adverse circumstances. The issue of fees and levies has seriously strained relations between school managements and parents at some schools. Despite the policy of non-exclusion of learners for not paying fees, a recent survey found most pupils in arrears are ‘sent home’, typically for up to a week, in order to induce parents and guardians to pay. Some schools make considerable efforts to ‘negotiate’ with parents and guardians and often agree on ‘payment plans’. The payment of ZIMSEC ‘O’ and ‘A’ level examination fees is another major issue. Less than five out of every ten Ordinary level students managed to pay their examination fees in November-December 2009.

**4.1.4. Planning, Sector Management and Coordination**

The first step undertaken by the newly appointed inclusive government was to formulate a Short Term Economic Recovery Plan (STERP) to resuscitate public services and the economy. In May 2009, each sector launched their 100 day plan which was targeted at giving practical effect to the Global Political Agreement as well as to the STERP. Each of the ministries of education had specific results they aimed to achieve. The priorities for the Ministry of Basic Education included reopening of schools, marking of

31 These provisions are contained in the Statutory Instrument 87 of 1992 for non-government schools and Statutory Instrument 379 of 1998 for government schools

2008 examinations, and consulting stakeholders and rehabilitation of the ministry headquarters. In higher and tertiary education the priorities were, retention of staff and new recruitments, rehabilitation of infrastructure and procurement of equipment were prioritized.

The newly appointed National Education Advisory Board was commissioned to carry out a Rapid Needs Assessment Survey to establish the situation in schools. There overall findings indicated the following despite economic challenges showed the following

- positive enrolment trends masking major challenges
- Deterioration in quality and outcomes
- Lack of financial resources and expansion of fees and levies
- Acute shortage of learning materials

The success of the Rapid Needs Assessment was partially found in the fact that it was the first time any kind of statistics on formal schooling had been made available for public dissemination since 2003, when the last official education statistics were published. It created a baseline by which the Ministry could apply pressure on donors for external assistance. Combined with the cholera epidemic which peaked in 2008 which affected many rural and urban high density communities and schools, the education crisis prompted key donors to re-engage with government in the sector.

An innovative partnership between the Ministry and development partners ultimately produced a financing mechanism, the Education Transition Fund (ETF). This mechanism, managed both by MoESAC and donor and partner members, allowed MoESAC to become more responsive in addressing the education crisis in a system wide manner. It also led to a revival of management systems at lower levels, which for some years had been inadequately financed.

Similarly, in the same year, the Ministry of Higher and Tertiary Education conducted a baseline study on the status of human capital development and its training institutions. This situational analysis noted that enrolments in HTEIs had declined by 10% between 2007 and 2009. Enrolment and availability of qualified staff in the fields of medicine, mathematics, science and technical subjects were very low. While there is a scarcity of professionally qualified staff particularly at universities - only 8% of lecturing staff had doctoral degrees – there was an oversupply of staff in teacher training colleges, particularly non-lecturing staff. Lack of statistics and data limited the sector analysis and a key recommendation of the report is to invest in the development of higher education EMIS to improve planning and coordination.

After an initial promising start in 2009 with the Rapid Needs Assessment Report, progress in developing a sector plan was halting with the process drawn out over a number of years. The process began with a consultation of stakeholders in Nyanga in 2009 and an interim strategy 2010-2011 was produced. The Ministry has continued to work on the Medium Term Plan for 2010-2015 and is only beginning to culminate with a finalised plan in late 2011.

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An interim strategy 2010-2011, “Reviving Pre-Tertiary Education in Zimbabwe” was developed as a result of an extensive consultative process with key stakeholders in all ten provinces in early 2010. This Interim Strategy helped inform the 2011 budget discussions and was presented for comment at a national seminar of stakeholders and later by the Minister at a fund raising conference in London. The MOESAC Medium Term Plan 2011-2015 is being produced in-house with technical assistance of the World Bank. The absence of a public MoESAC sector plan has added to the opaqueness under which the schooling sector has been managed in recent years.

Despite these reservations, donors and the Ministry have agreed to a second phase of the Education Transition Fund (ETF) indicating increasing trust and cooperation among key players. One respondent noted that the ETF pioneered the path for the Health sector to follow the same route, with UNICEF administering this fund as well. The second ETF focuses on more on the post-primary sector with an emphasis on the distribution of core text books, and basic grants to students in teacher training colleges, among other issues. The second ETF will also focus on previously neglected areas such as teacher training, development of SDC’s and out of school youth.

The Ministry of Higher and Tertiary Education, has taken a different strategy to MoESAC with regular public dissemination of its five year sector plans. Its latest strategic plan (2006 to 2010) was developed with broad-based stakeholder participation from industry, education teacher training colleges, technical colleges, universities, NAMACO, Council for Higher Education, ADEA and UNESCO. The Strategic Plan was formulated on the basis of issues raised during the review of the 2002-2004 corporate plan. Other ideas came from the recommendations of the 1999 Presidential Commission Report into Education and Training and from the industry through NAMACO, as well as policy issues articulated by the Permanent Secretary. The Ministry of Higher and Tertiary Education is currently finalizing the (2011 to 2015) strategic plan.

The management of higher and tertiary education institutions have suffered the onslaught of Zimbabwe’s economic crisis. This period was characterised by lecturer strikes in the HTEIs which together with water and sanitation issues have frequently caused most public higher and tertiary education institutions to defer their opening or remain closed for many months. To date the situation is nearly normalised as the University of Zimbabwe received assistance from UNICEF to sink boreholes and to procure big water tanks so as to avail water at the institution. The Permanent Secretary for the MHTE also has swiftly acted so as to improve the conditions of service for all the lecturers - a situation which has improved the contact hours for the institutions since the sector is no longer experiencing lecturers’ strike.

Decentralization

With the growing economic crisis in the mid 2000s, the administrative and management functions decentralised to provinces and districts began to crumble as resources dried up and civil servants abandoned their posts in high numbers. Some 20,000 teachers left in 2008 and although many posts have been refilled largely by temporary staff, the majority of whom are un or under-qualified creating a management vacuum in terms of institutional knowledge and expertise.

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The respective functions of decentralized services are as follows:

- **10 Provincial Offices (POs)** responsible for the supervision of primary and secondary school teachers, supervision of Provincial and District Office staff, financial management oversight, teacher discipline, curriculum development and participation in the formulation of national policy and teacher recruitment.
- **75 District Offices (DOs) and Education Resource Centres (ERC)** responsible for the recruitment and deployment of temporary or unqualified teachers and in-service training of teachers, recruitment and deployment of administrative support staff, and promotion and professional development of trained teachers.
- **School level management and administration** with responsibilities of maintaining school buildings, implementing the curriculum, providing teaching and learning materials, monitoring teaching staff performance, and financial management. Schools are also allowed to, on top of the core curriculum subjects; choose any other subjects they wish to offer. Schools also chose the textbooks they want to use and the school examining boards of their choice.

Education management at lower levels is paralysed by a lack of resources to have operational vehicles and equipment to administer the devolved functions. As the MOESAC Medium Term Plan 2011-2015 notes that its capacity to monitor and enforce the implementation of policies, such as limiting school fee charges, limiting levies, unregistered schools and illegal exclusion of learners for non-payment of fees or levies, is hindered by a shortage of qualified personnel and transport, particularly at the provincial and district levels. Since 2009, some progress has been made in filling posts and supplying offices with transport and equipment which has improved the management of the system but the capacity to monitor and management the system remains an area of critical concern.

**4.1.5. Resource Mobilisation and Financial Management**

Economic instability and unpredictability of funds have made planning and budgeting of education very difficult in recent years. Allocated budgets seldom translate directly into actual expenditures in many countries but in Zimbabwe the adjustments can be as wide as 16% for example in 2010, in the same year, the share of capital expenditure shrank from 3.3% of the revised budget to less than 0.5% of total expenditure. This trend of diminishing revenues for education, which has worsened over recent years, particularly on non-salary costs has had a significant impact on schools and the quality of learning delivered. Consistent and predictable flow of funds remains a persistent challenge for effective planning and financial management in this environment. Nevertheless, innovative resource mobilisation strategies between government and development partners have succeeded in partially addressing the funding gaps.

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In 2010 total expenditure for primary and secondary education is estimated to have be 6% of the GDP, increasing to 9% including tertiary education. This share is significantly above the continental average of 4% but the Zimbabwean figure is based on a shrinking economy whose GDP has fallen 46% since 2001.

In 2011 some USD 469 million was allocated to education but USD 403 million was allocated to teacher salaries leaving less than USD 66 million for capital and non-salary expenditures. The Ministry’s budget allocation also caters for five parastatals – Zimbabwe Schools Examinations Council (ZIMSEC), National Arts Council, Sports and Recreation Commission, National Documentation and Libraries and the National Art Gallery, which receive 80% of this allocation for operational expenses. Just over USD 13 million is remaining for teacher in-service training, school infrastructure support, textbooks and other non-salary education needs. As indicated earlier, the increase in civil servants salaries in 2011 has put additional pressure on the availability of public sector funds. Despite the improvements made in 2009, the education sector remains hugely under-resourced. This highlights the importance of establishing clear sector priorities based on a detailed assessment of needs and the likely cost-effectiveness of specific interventions.

Primary and Secondary Education

Government bears the greatest financial burden in financing education as it not only funds government teacher salaries but those from the private sector as well, based on pupil/teacher ratio norms of 40:1 at primary and a 30:1 ratio at lower secondary levels and a 20:1 for upper secondary. If the school wishes to reduce the government stipulated ratio, School Development Committees and Associations are empowered to employ and pay additional teachers. The government also funds capital development through the Public Sector Investment Programme and Building and Grants-in-Aid to all schools but these expenditures have dwindled to small inputs because of funding constraints.

BEAM

Interview with Minister of Education, 23/8/2011
As mentioned previously, a key response to improving the access to schooling for orphans and vulnerable children (OVCs) is through the Basic Education Assistance Module (BEAM), administered under the Ministry of Labour and Social Welfare, which provides funding to OVCs to cover school and examination fees up to the highest levels of schooling. Government funding for this programme practically dried up in 2007 and it was revived in 2009 under development partner support. Some 500 thousand children are being supported and the plans are to extend its reach under the next phase of the Education Transition Fund (ETF). The numbers of OVCs applying for BEAM has increased to 1,600,000 while funding is only available for half a million children. As a demand side intervention, the BEAM aims to more efficiently address access to education for orphans and vulnerable children through the channelling of operational grants directly to the school level. The ETF will complement, addressing supply side issues to improve educational quality for those who gain access.

**Education Transition Fund (ETF)**

After the formation of the GNU, the Ministry of Education Sport, Arts and Culture managed to leverage approximately USD 50 million in an innovative funding mechanism, known as the Education Transition Fund. The ETF is a pooled fund contributed by donors and managed by UNICEF created to finance education activities in Zimbabwe during the transitional period.

The fund was launched in 2009 by the Ministry of Basic Education aimed at improving the quality of education essential teaching and learning materials for primary schools and high level technical
assistance. ETF was revised to include secondary schools after savings had been made in the first stage of the programme. In addition to assuring consistency in funding levels during the transitional period the poled fund mechanism has helped to increase alignment with government priorities, promoting ownership, coordination and reducing fragmentation. As a result of its interventions the following deliverables were achieved by the ETF in its first phase:

Procurement of teaching and learning materials
- 13.5 million textbooks procured for 1:1 ratio in primary schools in the four core subjects
- Stationery kits and steel storage cabinets to all primary schools
- Textbooks for minority languages
- Braille textbooks
- Textbooks for secondary schools
- Training of School Development Committee capacities
- Provision of high level technical assistance to MOESAC in the form of hiring and paying consultancy services

Indirectly, the ETF secured the revitalisation of BEAM funding for OVCs, increased partnership and donor harmonisation and the lifting of the profile of the education sector nationally.

The Education Transition Fund’s second phase (2011-2015) was launched in November 2011. The total requested programme amount for the 5 year duration is likely to reach US$80.5 million which is double the amount of ETF Phase 1. The proposal covers three thematic areas – Second Chance Education, School and system governance and Teaching and learning. The Education Transition Fund (ETF) has tried to redress some of the challenges brought about by the economic recession. The ETF has been however criticized for only addressing one dimension of the problem, leaving out a critical dimension, teachers’ welfare, it is argued having learning materials is a key step but for learning to occur the teacher must be motivated to teach.

School fees and levies

In order to address the rising financial challenges facing parents, in 2009, the Ministry regulated tuition fees ensuring tuition free primary schooling for children accessing government rural schools and up to 30 USD and 60 USD per annum respectively for urban primary and secondary schools. In addition, pupils have to pay levies which range from 6 to 70 USD at primary level and 10 to 150 USD at secondary level in government schools. These levies differ across schools and are determined by the School Development Committees. ZIMSEC Examination fees at Secondary level also need to be considered in calculating household contributions with 10 USD per subject at O’ Level and 20USD per subject at A’ Level.

Increases in school charges in 2009 seriously strained relations between school managements and parents at some schools as well as between head teachers and their teachers. The introduction of salary supplementation has also complicated relations between head teachers and teachers. School managements often feel that teachers are ‘draining’ schools of the limited income that could be spent on learning materials and other vital expenditures. Relations are often more strained in rural schools since the capacity of schools to generate sufficient income to pay teacher salary supplements are much
more limited. The lack of transparency in the allocation of fee and levy income is another common source of friction. To avoid further friction MoESAC has produced some guidelines on how to use school income, 10% of funds collected can be spent on teachers according to these guidelines. Further, the limited financial management capacity of School Development Committees (SDCs) is a pervasive concern. Few SDCs employ qualified book keepers. Nearly all SDCs have separate bank accounts. However, in rural schools, cash is generally not banked, but is used as it is received.

**Higher education funding**

Government financing of higher and tertiary education fell from 6.8% in 2005 to 3% in 2009. Although the government has been the main funder up until the late 1990s, the share of budget allocations to the universities has changed quite markedly in recent years – for example, in 2009, only around 40% of total university income, and half of teacher training college income, was accounted for by government. The share of government Education and Training Fund, which is used to finance the student grant ‘cadetship’ scheme, increased from 12.5% to 23.5% between 2005 and 2009. The economic meltdown has seriously limited the opportunities for institutional income generation activities.

With so many students struggling to pay their fees, arrears are chronic problem at most higher and tertiary education institutions. In some higher and tertiary education institutions, well over one half of all fee income was still outstanding at the end of the 2009 academic year. In some teacher training colleges, only a handful of students had paid in full. This high level of defaults on fees has forced HTEI to resort to methods such as withholding exam results or certificates until fees has been paid in full. External support from either domestic or foreign donors, though known to exist, is hardly reported by most institutions.

The lack of information about the use of fees and other internally generated income is a concern for both lecturers and students in many institutions. High fees, with most students in arrears, coupled with inadequacy of teaching and learning materials may have exacerbated weak staff-student relations. In its endeavour to revive the financing of higher and tertiary institutions in its sub-sector, in 2009, the MOHTE announced a new fees structure where the cheapest tertiary programme would cost students $200 and the most expensive $1,600. There was an outcry with student strikes in many institutions as students resisted the increases and called for more inclusive stakeholder consultations. Due to the immense pressure the fees were reconsidered and lower fee structures ranging from $100 to $400 per semester were announced on 3 March 2009.

**Financial management:** A previous practice of suppliers accepting requisitions from higher and tertiary education institutions and getting reimbursement by MHTE through the CPO system changed from the late 1990s as suppliers demanded cash up-front and colleges were obliged to use their own internally generated funds to buy supplies and then submit invoices to MHTE for reimbursement. Thus, MHTE monitoring of these institutions’ income and expenditure is minimal – and the quality of the quarterly returns submitted in 2009 for the amenities and tertiary accounts by the relatively small numbers of

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institutions was found to be wanting due, in part, to high staff turn-over in the accounts department at many of the institutions.

Challenges

Zimbabweans, both as officials in the various Ministries and as parents are facing a critical challenge in being responsive to the diminished financial resources the country has to finance education and training. Many learners are unable to pay the required fees and levies. According to the UNESCO Harare Office’s facilitated study, less than one-half of Form 4 students in the surveyed schools had paid for their ‘O’ level examinations in November-December 2009.

The main financial and budget management issues in the education sector (as identified by a recent World Bank mission) are weak coordination and cooperation with other key line ministries, reliance on historical ‘across the board’ accounting practices, lack of proper funding formulae and the absence of a fully-costed medium-term plan. The existence of ghost workers in government – including teachers – is a perennial issue perpetuating inefficiencies in resource management and utilisation in many countries, and Zimbabwe is no exception. According to a recent economic review report by the African Development Bank (August 2011), the Civil Service Skills Audit Report identified the existence of 75,000 civil servants as suspect or potential ghost workers.

4.1.6. Monitoring and Evaluation

Monitoring and evaluation systems are essential, but also challenging components of results-based programming, and are critical to post-crisis programming. The two education ministries have monitoring and evaluation structures but their effectiveness continues to be hampered by inadequate financial, material and human resources. Qualified staff has left the ministries either due to migration or retirement. The two ministries have secured vehicles in 2011 for monitoring and supervision to augment the existing fleet. Since 2003 there have not been official statistical publications by the ministries of education owing to funding gaps. All the report statistical reports produced have remained unpublished and they mainly been used for internal use. The ministries have also not been able to submit data to organisations like UIS since 2007. Nevertheless, in 2011 two promising initiatives (a) the EMIS Road Map developed by the MoESAC and partners (b)An international EMIS expert has also been hired specifically to provide strategic advice concerning achieving a functional, cost effective single Educational Management Information System (EMIS) for Zimbabwe. Further, the Ministry of Education Sport Arts and Culture has finalised its SACMEQ report (2011) which monitors the literacy and numeracy levels of grade 6 learners in a sample of schools country wide.

Higher and Tertiary Education

In line with the mandate to register and monitor the activities of private institutions contained in the Manpower Planning and Development Act, there is an Inspectorate Unit in the MHTE responsible for

regulating the establishment, registration and inspection of independent institutions. All institutions are required to register with the ministry before they can operate. The procedure for registration includes submitting a written application and paying a prescribed fee. The college is inspected before a decision to register is made. Registered institutions are supposed to meet certain minimum standards such as state of facilities, content of programme, fee structures and availability of appropriate number of skilled lectures. The inspection to ensure adherence is done periodically and if the quality of one aspect e.g. qualified teachers have resigned the institution can be deregistered. Programmes offered at these institutions (including programmes examined by foreign bodies) are supposed to be approved by the ministry and any institution that violates this requirement risks being de-registered. These requirements are aimed at quality control within the higher and tertiary education system in the country. However, during the past few years, the ability of the ministry to monitor these institutions has been seriously compromised by a rapidly deteriorating economic environment, shortages of transport and funds. In 2010 and 2011 signs of the Inspectorate Units reviving their operations are visible as updated lists of registered institutions have been published and efforts to clamp down on unregistered or institutions offering sub-standard services have been stepped up.

The newly formed ZIMCHE also monitors and co-ordinates quality in all the degree awarding institutions in the country which comprises the 13 universities and the 5 polytechnics that offer degree programmes.

Until 2008 the MHTE has been collecting data from all universities, teacher training colleges, technical colleges on annual basis using a manual system and feed the data into an Excel worksheet for consolidation. In 2009 the ministry carried out a baseline study on the status of human capital development and training institutions and one of the findings of the survey was how inefficient and inadequate the Excel system was. It then adopted the data collection instruments and application used for the baseline study for future use in EMIS. MHTE is also piloting an Institutional records keeping study in an effort to improve the quality of data being collected from institutions under its control.

The current challenges the ministry is facing are lack of skilled manpower and equipment. As a result data collected does not include private technical and vocational institutions.

**Primary and Secondary Education**

The establishment of pre-primary, primary and secondary schools also requires registration by MoESAC. Within the MoESAC there is a division responsible for maintaining quality standards through carrying out school inspections. At school level the school head among other things is supposed to carryout inspection on the delivery of content from time to time. The district offices are staffed with Education officers who only carryout primary school inspections, the secondary school inspections are carried out by inspection units form provincial offices.

In 1998 the MoESAC decentralized its EMIS system to district level. Data was at that time being captured at the district and forwarded to provincial and head office for consolidation into provincial and national reports. Because of economic challenges the equipment have become obsolete, the telecommunications infrastructure that was used to link the subsystems together have also not been spared. As a result the system has broken down and these coupled with other challenges the ministry was not able to conduct the annual education censuses in 2007 and 2008. Since 2009, UNICEF, UNESCO and ADEA have assisted the ministry and facilitated the collection and processing of the 2009 and 2010 data.
Owing to data gaps that exist as a result of a non-functioning EMIS, the World Bank, through the Education Program Development Fund (EPDF) and in collaboration with UNESCO and ADEA, is providing support to revitalize the Ministry’s EMIS system. However, the process has been very slow. To date, the funds meant for this project have not been released and this has caused delays in implementation.

The SACMEQ study (2011) monitored variations in education quality in some 155 primary schools involving 3021 learners and 274 teachers. The survey undertaken in 2007 indicates that between-school variation on reading achievement among grade six learners has increased significantly since the previous study, and currently Zimbabwe together with South Africa ranks the highest on this indicator regionally suggesting that the equity gap on knowledge production between schools is growing. Some 15 other countries undertook similar surveys during this period.

Overall, monitoring and evaluation has not been a priority of the Ministry of Basic Education who has preferred to focus on other more pressing concerns to that of information and evidence. The Ministry has been challenged by a lack of qualified staff and the necessary infrastructure to properly maintain an effective monitoring and evaluation system which may explain in part its inability to share its statistics. Nevertheless, of late, the Ministry through its lead partner, UNICEF, has engaged an expert to provide recommendations on its ways to improve its systems and capabilities.

In contrast, the Ministry of Higher and Tertiary Education, who traditionally like many ministries managing this sub-sector, has arrived late in developing a fully fledged EMIS for its institutions, is proving innovative in placing emphasis on introducing new practices in improving its management statistics.

4.1.7. Thematic Areas

Basic and Secondary Education

![Image of children in a classroom]

ECD
ECD classes are now available at 96.4% of primary schools (MoESAC Draft Interim Strategy, 2011). The Presidential Commission of Inquiry into Education and Training (1999) recommended a new education system structure which among other things highlighted the need to institutionalize Early Childhood Education and Care (ECEC). It recommended that the last year of preschool (age 5) be incorporated into primary school.

**Primary and Secondary**

It is estimated that between 10 % and 15 % of children have never attended primary school\(^\text{42}\). In 2006, 70% of pupils managed to complete the primary school cycle but drop-out rates escalated in 2008 and continue in 2009 and 2010. In 2010, less than 50% of learners who completed primary school enrolled in secondary schools.\(^\text{43}\) Enrolment levels have not fully recovered and are still below 2006 levels.

![Figure 3: Primary and Secondary Enrolments 2006-2009](image)

The Fast Track Land Reform Programme also led to high levels of internal movements in farming areas thereby increasing the demand for educational provisions in these areas. To meet this demand, the ministry has to date established over 1000 satellite schools to complement the farm schools that were meant for farm workers’ children.

During the period of hyperinflation schools started hiking fees resulting in the exclusion of certain parents from sending their children to these schools. The ministry swiftly came up with new regulations to control the fees increases in schools. Through ETF every primary school child was given core subjects textbooks and the savings from this initiative was extended to the provision of textbooks to secondary schools in the core subjects.

**Challenges**

Putting solid infrastructure for education in the form of classrooms and teaching and learning materials requires a lot of capital. Since Zimbabwe was experiencing economic difficulties the conditions of the learning facilities in most satellite schools are poor.

**Curriculum Reform**

\(^\text{42}\) MoSEAC Draft Interim Strategy, 2010

\(^\text{43}\) OSISA. Out of School Children Presentation to Education Cluster. 13\(^\text{th}\) July 2011.
The quality of the national curriculum is based on the extent to which it meets individual learner needs, the requirements of the national economy, the needs of society and the future challenges and aspirations of the nation. Curricula should promote individual and national achievement through the recognition of the different abilities and needs of learners. The current curriculum requires strengthening in terms of developing values and catering for needs and aspirations for self-reliance and entrepreneurship, in order to produce a responsible, productive and self-sustaining citizen.

There are several factors that motivate curriculum reform ranging from ideological, search for relevance, international influence as well as research. The government instituted a commission of inquiry into education and training in 1999 that recommended the re-focusing of education on the sciences, mathematics, and technology and life skills. Membership to international organizations and agencies like UNESCO, UNICEF, and UNFPA, and the African Union (AU), has led to the introduction of programmes such as HIV/AIDS Education, Environmental Science, Culture of Peace, Reproductive Health Education and Population Education, into the curriculum. Where donors have had interest in certain areas of the curriculum, they have managed to influence government to institute curriculum reforms.

Ministry of Education Sport Arts and Culture’s current policy is to review the curriculum within a period of five to seven years. However due to some constraints some syllabuses such as the Environmental Science one was last reviewed in 1994 making parts of the curriculum long overdue for review. Resultantly the curricular lacks modern methods of teaching such as the use of computers and internet and new important concepts such as climate change are not included, resultantly learners graduate without a comprehensive grasp of the issues, unless if any individual teacher takes the initiative to teach such topics.

The Curriculum Development Unit continuously endeavours to update the curricula with aspects of computing and e-learning being implemented gradually at primary and secondary levels and more reviews are forth coming.

Many schools with electricity are offering computer studies to children from an early age. History was re-introduced with specific attention to its relevance to Zimbabwe. ICT is also being used in schools in areas such as researching using the internet and use of multimedia to conduct virtual experiments in schools where there are no suitable laboratories and equipment thereby increasing the number of learners who can enrol in science subjects.

The current education policies do not facilitate a two pathway system for example a student who writes computer science using HEXCO examining board and passes then writes the ZIMSEC exam and obtains four subject passes is considered as not having passed O level because the student does not have five passes with ZIMSEC yet the student has passed 5 subjects at ‘O’ level.

Though there is a general consensus on the need to vocationalise the education system such a reform requires a huge investment and some quarters believe the teachers are not well equipped to teach in these areas and their skills would have to be upgraded. The teachers that are produced by the technical teacher training college are said to be incapable of teaching a vocational curriculum at secondary level. The quality of teachers in the current education system was also castigated as the Curriculum Development Unit (CDU) argues teacher training colleges focus on content with insufficient attention paid to methodologies of instruction, the example of mathematics was cited where Mathematics
teachers knew the content intimately but were found lacking when it came to the transfer of this knowledge to students.

Policies have also counted heavily against the development of youth in Zimbabwe as it does not foster effective learning which will allow the youth to be productive. Employers have to retrain recent graduates as they lack any world of work skills. An Ordinary Level student in Carpentry or Wood Technology in some instances is unable to construct a basic structure or make basic joints as all lessons have been on the theoretic with no hands-on practical’s geared towards the production of goods and services. Some of these initiatives can be implemented at no cost where students in Agriculture rear animals or in Building and get practical lessons through school maintenance and construction in the community.

The curriculum development unit acknowledges the primary curriculum overload as stated by teachers unions and a revision of the curriculum is underway which will see five subjects combined into one.

To date MHTE has introduced National Strategic Studies at all Polytechnics and Teachers Colleges and upgraded selected programmes to HND level in order to improve the quality of technical and vocational education at its institutions and produce graduates that are ready to enter the field of work as both formal and informal.

**Human and Children’s Rights in the Curricula**

The rights of the child as defined in the Convention on the Rights of the Child are part of the Human Rights Education curriculum currently taught in schools. In Zimbabwe at primary school level, human rights education has been infused into social studies. At secondary school level, human rights education has been infused into a number of subjects that include History, Geography, and Religious Studies. Many parents who live in rural areas have insufficient awareness of their rights and those of their children according to recent research carried out. This report highlighted that teachers were not aware of the rights of the child, nor were they aware of their rights under the Universal Declaration of Human Rights (UDHR). A concern raised in the research was the conviction among some teachers that children should not be taught about their rights as it was believed these would make the pupils insubordinate. While the government has made it a requirement among schools to teach human rights and provides textbooks for the purpose, human rights education is not being taught as it should, argues this research.

**Challenges**

The ministries have tried to implement the recommendations of the 1999 presidential commission into education and training. However lack of qualified human resources at the curriculum development unit and lack of funding have hindered syllabus reviews. Some technical subjects require huge capitalization

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otherwise the TVET education offered may be reduced to theoretical education as a result schools are offering only those TVET subjects that do not require huge capitalization like Building and Agriculture.

The CDU is hugely under resourced in terms of financing, equipment with the bulk of staff—e.g. Material Writers—having limited access to computers and internet, though efforts are currently underway to procure such equipment. The CDU has a serious staff shortage:

CDU should have
a) 12 Education Officers but currently has two
b) 3 Deputy Directors but currently has none
c) 39 Material Writers but currently has ten

Due to these staff shortages it has become very difficult to undertake exercises such as review of science curricula as none of the current staff have the capacity to do so.

**Teacher Training and Deployment.**

Despite some improvement in teacher incomes and salaries over the past two years teacher morale and motivation remains an urgent challenge. Starting 2009 the government was able to pay all civil servants including teachers an allowance of US$ 100 a month. This has been improved over the years and as of July 2011 a Diploma qualified teacher was earning US$ 363 (US$232 basic salary, US$66 transport allowance and US$65 housing allowance).

In response to the shortage of teachers as a result of brain drain the Public Service Commission (PSC) waived reappointment procedure so as to attract as many teachers as possible. 4000 teachers applied and were reappointed through this waiver. Teachers were initially offered one year contracts with the intention of converting these to unconditional employment contracts in the future, this process has taken longer than anticipated as most teachers are still on the one year contracts almost three years later, this means teachers on such terms cannot access some of the benefits associated with civil service such as Manpower Development Leave (study leave) nor can they be promoted.

During the crisis teachers were moved around to fill vacancies such as Deputy Headmaster, Headmaster and Education Officers, some of these teachers are still in an acting capacity and are not earning the right levels of salary, the Ministry is in the process of correcting this following an audit by Ernest and Young in 2009.

The waiver was intended for teachers that had left the system due to financial challenges. However some teachers who had been previously charged for professional misconduct and discharged also applied to rejoin the system and these have not been reinstated. Some who had pending disciplinary cases were also reinstated while their cases were being finalized and some of them were later discharged of their duties because they were found guilty.

In November 2011 there were 10,873 teaching vacancies of these 4,906 are in primary schools while 5,967 are in secondary schools. The hardest hit areas are Matabeleland North and Mashonaland Central with teachers shunning schools in these areas due to harsh living conditions. The ECD teachers are still in short supply leading to the adoption of Para professional teachers, these are former Ministry of Women
Affairs pre-school teachers who may not be qualified but have extensive experience in the care of young children.

The MoESAC Draft Interim Strategy, (2011) discussion presentation indicated the following:

MoESAC teacher numbers have not increased 2009 to 2010 and are still below 2006 levels. Incomes have teachers have fallen behind other sectors. There is a serious shortage of qualified teachers. More than one quarter of teaching posts are “vacant” ie. Not filled by a qualified teacher. The distribution of teachers is highly distorted with some provinces having over 45% of posts “vacant.”

Figure 4: Percentage of Primary School Vacant Posts

Figure 5: Percentage of Secondary School Vacant Posts

The Ministry of Higher and Tertiary Education has, since 2006, embarked on intensive recruitment of teachers to fill the vacant posts created as a result of the massive exodus of teachers into the SADC region and beyond. The government has also put in place financing cadetship schemes to ensure enough

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teachers are being trained\(^{46}\). To maintain stability in primary schools in terms of teacher availability, the MHTE has re-introduced the 2-5-2 teacher training model in its entire primary teacher training colleges. This model is structured in such a way that the first two terms of training are in the institution, followed by 5 terms in the field. The final two terms are spent in college. The five terms in the field allows the ministry to temporarily fill vacancies in schools by making use of student teachers. Trainees in turn acquire hands-on experience. Institutions are also able to make two intakes per year instead of one.

**Open and Distance Learning (ODeL) programme**

Mathematics and science fields have been critically affected by brain drain as many qualified and experienced teachers left for neighbouring countries. In order to address this shortage, the Ministry of Higher and Tertiary Education introduced a distance learning project known as the Open Distance Learning (ODeL) program. This five year plan, supported by the University of Zimbabwe, the Ministry of Science and Technology and the African Virtual University, has been developed to allow teachers in these fields to strengthen their knowledge. This program is also available at Bindura University of Science Education. The Vice Chancellor has developed a six-month plan under which 1,600 students receive training expected to improve their pedagogical skills over school holidays. Completion of the first six months sees the students receive a diploma which allows them to proceed to a degree. Similar programs have been initiated in Mutare Teachers College. However, all three are in need of more funding.

**Bridging courses**

As a minimum entry requirement into a teacher training colleges, candidates are required to possess passes in the ‘O’ level subjects of Mathematics and English Language. Teacher training colleges now offer bridging courses in these subjects for students interested in pursuing a career in teaching but who do not have all the pre-requisites for entry. These students undergo intensive training at the college after which they are given the opportunity to write an exam under ZIMSEC. This move is part of the broader efforts to remedy the effects of brain drain.

**Higher and Tertiary Education**

In its endeavour to revive the HTEIs, the MHTE announced a new fees structure where the cheapest programme would be $200 and the most expensive $1,600. Students resisted the new fees structure as these where deemed to be out of reach for the average student, the restructuring of tertiary institution fees is often cited as a case study of how policies are often implemented without sufficient stakeholder consultations. Due to the immense pressure the fees were reconsidered and lower fee structures ranging from $100 to $400 per semester were announced on 3 March 2009\(^{47}\).

A price has been paid for the rapid expansion of tertiary education institutions\(^{48}\). Quality has been compromised, resulting in the withdrawal of international recognition of Zimbabwean qualifications in many areas in recent years, and it appears that no consideration was given to the reality of limited available resources.

\(^{46}\) The government pays fees of students in tertiary education who will then be bonded to the government after the completion of their programs.


Southern Africa Regional Universities Association (SARUA) has in the past facilitated the deployment of lecturers from countries in the region to Zimbabwean universities. About 69 lecturers have been facilitated to come and deliver lectures for short periods by the Council for Assisting Refugee Academics (CARA) and IOM – ZIMCHE in collaboration with IOM co-ordinates the placement of lecturer from the region with institutions of higher learning. This initiative was jointly funded by the Government of Japan and the European Union, the bulk of the funds provide allowances for lecturers and cover transport costs.

**Non Formal and Adult Education**

The Ministry of Education, Sport, Arts and Culture offers a number of NFE programmes. These include functional and post literacy through encouraging communities to form study groups and appoint a tutor who receives an allowance for the services paid by the Ministry, the Zimbabwe Basic Education Course (ZABEC) which is a three year primary school equivalence course for adults who want to sit for grade seven examinations and join the formal system and part-time continuing education that caters for those who for various reasons cannot join the formal education sector.

In addition to the programmes of the Ministry, there are various NFE and alternative learning programmes that are delivered by public institutions, NGOs and private trusts. The institutions include government ministries such as Ministry of Youth Development, Indigenisation and Economic Empowerment, Ministry of Women Affairs and Gender and Community Development, and Ministry of Lands and Agriculture and many national and international NGOS, Churches and private trusts. However these providers have a multiple limitations including but not limited to lack of adequate facilities, insufficient number of trained staff, the teaching and learning materials is often out-dated. These limitations affect the ability of learning institutions to deliver high quality NFE programmes.

DVV international a German Adult Education Development Cooperation is engaged in initiatives that aim to enhance access to NFE and alternative learning programmes through activities such as (i) propagating and promoting the REFLECT methodology at community levels; (ii) build capacity of partners for expanded access to NFE and alternative learning programmes focusing on vocational skills and entrepreneurship; support advocacy work of the partners.

**Technical Vocational Education and Training**

The Sub Saharan population is predominantly youthful, 62% of the population were below 25 years of age in 2005\(^49\). Zimbabwe is no exception as the average age in the population is 22 years\(^50\). These multitudes of young people face an increasing uncertainty as skills and decent work become increasingly illusive. Prolonged periods of economic decline in Zimbabwe have compounded the fragility of youth in the labour market. The Labour Force Survey of 2004 gave an indication of the magnitude of the challenge of youth unemployment as 67.5% of the unemployed population was aged 15-24 years\(^51\).


\(^{50}\) Michael Mambo 2010 – Situational Analysis and Institutional Mapping for Skills for Youth Employment and Rural Development in Zimbabwe (www.africayouthskills.org)

The supply of labour exceeds demand with very limited number of vacancies and opportunities compared to the supply of school leavers. The challenge of youth unemployment is exacerbated by the disconnection between training colleges and the potential employers. Moreover access to work related learning (attachments) is limited due to industry’s low capacity utilization. The 2002 national population census indicates that 45% of young (15-29 years) unemployed or under-employed people were holders of either secondary school qualifications, a diploma or a university degree and the majority of the unemployed in this age group were in urban areas\textsuperscript{52}. The challenge is not only that of the educated failing to get employment there is a section of young people who lack any form of post primary skills and are largely unemployable.

Providing skills to enhance this burgeoning segment of society’s chances of developing small enterprises or getting employment can mitigate some of the social, economic and security risks of high youth unemployment. It is often the norm that without jobs or an education young people feel left behind or excluded from society. Creating sustainable employment opportunities for young people requires a comprehensive approach and to meet this challenge the Government of Zimbabwe has adopted a mix of formal and non-formal initiatives in partnership with various state and non-state partners, but the strategy of choice being technical and vocational training. Youth employment, income generation programmes must build on the strengths of youth, such as their mobility and willingness to learn, and address their aspirations for education, vocational training, and business start-up or job skills\textsuperscript{53}.

Perceptions towards vocational training programmes remain one of the largest stumbling blocks in attracting young people. The prevailing mind set is that vocational training is largely for the student who is academically challenged; more needs to be done to articulate how engaging in a vocational trade can be lucrative and self-sustaining.

At the peak of its woes Zimbabwe realised a marked decline in the number of apprentices trade tested declining from a high of 2223 in 2006 to 749 apprentices in 2010\textsuperscript{54}, a 66% decline. This decline is thought to be the result of a move to informal avenues for skills development, an inability to pay fees or a loss of faith in quality of skills on offer. In the year 2000 enrolment in vocational training centres increased to about 1203 due to increase in the number of vocational training centres\textsuperscript{55}. Of these students only 141 were women, the challenge of vocational training being dominated by males persists to date. In 2009 enrolment peaked at 3332 students, but decreased to 2976 students (forty five percent of these being female) in 2010\textsuperscript{56}, this decline is largely attributed to students’ inability to cope with US dollar tuition fees.

\textsuperscript{52} Central Statistics Office, Population Census 2002.


\textsuperscript{54} Pindiriri C. Muhoyi .E, Chakravarti C, Masaya T (2010) Rapid assessment of labour market in Zimbabwe: With a special focus on youth and women


\textsuperscript{56} Pindiriri C. Muhoyi .E, Chakravarti C, Masaya T (2010) Rapid assessment of labour market in Zimbabwe: With a special focus on youth and women
In 2006 government through the Ministry of Youth (MoYDIE) rolled out an Integrated Skills Outreach Programme (ISOP) aimed at addressing the challenges of youth unemployment. ISOP provides young people with basic skills in setting up an enterprise. The programme duration varies from one to three weeks depending on selected trade. Upon completion certificates of competence are issued. The program encourages skills development in line with community needs to lower incidences of youth migration to urban centres or neighbouring countries. In its design students were meant to receive starter kits upon completion but due to resource constraints this is not possible leading to despondency among the youth. Apart from government contribution to TVET there are other private players who offer both short and long term courses. These include Community Based Organization, private colleges and Local Authorities.

Informal Apprenticeships are not new phenomena in Zimbabwe; numerous organisations such as Mutare Polytechnic and Silveira House have been implementing this model of skills development with varying levels of success. Partnerships between the government and private sector and NGO in the provision of vocational skills in the informal economy signal a softening of the government’s position from one where the informal economy was frowned upon to a new position that recognises that the informal sector is the largest employer in the country with reports that four out of every five jobs in Zimbabwe were informalized and plays a key role in economic development. Initiatives such as the GTZ's Informal Sector Training and Resource Network programme and the ILO’s Skills for Youth Employment and Rural Development programme signals a positive move towards harnessing economic potential of informal sector to apprentice and provide incomes for young people.

An ILO and Government of Zimbabwe initiative aims to train 6400 youth over the next five years (70% of trained youth should be in wage or self-employment). Skills will be developed in areas with a proven market demand, The curricula is designed through a partnership where trade experts from private sector, informal economy crafts persons and vocational training centres collaborate to enhance the chances of success of an array of post training services such as business skills, access to markets and microfinance. These initiatives are also strategic as they are often open to youth who lack post primary education.

Despite these promising practices institutions engaged in vocational trainings must aggressively pursue initiatives where they produce graduates whose skills are aligned to the informal economy needs. The area of TVET has in recent years been resuscitated with enrolments rising in most institutions. ZIMDEF has also been revived and is funding students tuition fees again. This enhances students’ chances of graduating. Plans are underway to expand technical vocational education training facilities, with initiatives to upgrade facilities such as Gweru Polytechnic into a technical teachers college at an advanced stage. Polytechnics are expanding the training of computer science teachers with more offering Bachelor of Technology degrees. Students in these polytechnics traditionally joined industry and often pioneered new ways of doing business. Success stories are abound with some students graduating from these institutions involved in projects such as developing water purifying apparatus, platinum refinement and bio diesel initiatives. Such public private partnerships (PPPs) ensure that tertiary institutions remain relevant and avail a platform for placing students once they graduate.

**Gender Equity**

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Historically females have been underrepresented in education due to a number of reasons ranging from cultural, religious and the initial socialization of mankind. However at primary and secondary level Zimbabwe has made significant strides to close this gap. Female and male enrolments at these levels are almost equal although they are slightly higher for boys. The gender parity index is 0.99 and 0.97 for the primary and secondary sectors respectively. For higher and tertiary education sector the situation is different, there still exists a huge gap between female and male enrolments. In 2009 the gender parity index for universities, polytechnic, primary teacher training and secondary teacher training colleges were 0.65, 0.79, 2.55 and 1.76 respectively. It is evident that female students were under represented in universities and polytechnics, however in the teachers colleges female student’s outnumbered males thus reflecting a trend towards the feminisation of the teaching profession.

The Government of Zimbabwe adopted the National Gender Policy Implementation Plan, the Zimbabwe National Plan of Action on Women and Girls and HIV and AIDS (2008-2010), the National Gender-Based Violence Strategy, the National Strategic Plan for the Education of Girls, Orphans and Other Vulnerable Children to address discrimination against women and the girl child in the field of education. An Affirmative Action Policy (AAP) also exists at institutions of higher learning to increase female enrolment at these institutions. In high schools, girls are allowed to enrol in science subjects with two points or lower while girls who fall pregnant while in school are allowed to deliver their babies and then come back and resume their studies.

**Learning Environment**

The post-2000 era was a challenge for schools which saw per capita grants awarded to schools losing their value due to hyperinflation, consequently, schools could not purchase critical teaching and learning resources such as books. Before this period, the educational sector was creative with levies being charged by schools to supplement their budgets and parents managing the process. In the period of economic instability, however, most parents were struggling to keep up with these payments thus putting a strain on the schools. This has led to the mushrooming of backyard schools, which do not meet the standards set by the ministry, posing a danger to students with regard to safety and well-being as they are not regulated.

Although the post-2000 era has had its challenges, there are also promising practices which the government is undertaking. These include the rehabilitation of public institutions of higher learning, provision of clean and safe water at the University of Zimbabwe, and provision of textbooks and other teaching and learning materials to primary and secondary schools.

**Orphans and Vulnerable Children**

The first National Action Plan (NAP I) for OVC, was launched in 2005 and received funding through the Programme of Support for OVCs which is a multi donor pooled fund. US$85 million was used to respond to the needs of more than 500 000 children in the areas of education, health, nutrition and social welfare, as well as strengthening the capacity of government to build safety nets for children and their families.

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58 MoESAC 2009 Statistics

59 Baseline Study on The Status of Human Capital Development and Training Institutions in Zimbabwe
The National Action Plan for Orphans and Vulnerable Children Phase II, 2011-2015, implemented with support from the Child Protection Fund, integrates action to help families cope with risks and shocks through three main interventions: a) cash transfers to the poorest families; b) education assistance through the Basic Education Assistance Module (BEAM) and c) child protection service delivery for children survivors of abuse, violence and exploitation. US$ 45 million of the needed US$75 million for the Child Protection Fund for the next three years has been mobilised from donors.

The National Action Plan II, led by the Ministry of Labour and Social Services, aims to reach more than 80,000 households. Furthermore, with the support from NGOs, at least 25,000 children will benefit from access to quality child protection services. Child headed households; grandparent headed households; households with large numbers of dependents and those with chronically ill or persons living with disabilities will be cushioned with social cash transfers of up to US$25 per month, per household, to enable families to meet immediate needs for food and health care.

There are other interventions by Development partners and NGOs through the programme of support for orphans and NGOs. USAID funds the World Education that has initiated the Children First programme which works to mitigate the effects of HIV/AIDS on children. The thematic areas are capacity development, advocacy and strengthening the communities. Education programmes covered by this NGO include out-of-school support, child protection and health programmes.

The Programme provides support in kind through block grants by establishing school needs and then giving the equivalence of school fees for selected children in need. The support can be in the form of desks, chairs, etc. Partner organizations and SDCs identify OVCs for this programme.

The out-of-school support groups focus on school drop-outs or children who have never been to school. They are either classified as being “below workbook level” or “above workbook level”. The first classification facilitates study groups of 12-15 year olds to develop their functional literacy and numeracy skills. The youths can then re-join the formal school sector by entering into form 1, join a vocational training programme or set up income-generating activities.

The Vana/Bantwana School Integrated Programme (V/BSIP) makes use of schools as a way of providing critical care and support services to OVCs. The V/BSIP model operates in more than 100 schools in Harare and Matabeleland South provinces.

The programme has four components:
1. Training for SDCs to increase their capacity to run the schools efficiently and support OVCs within the schools;
2. School health assessments to allow children to maintain a basic level of health so that they can consistently attend school;
3. Education assistance, including direct school fees payment and school block grants for identified OVCs within the schools; and
4. Child rights CD - listeners sessions are set up to empower children with knowledge of their rights.

**Feeding Programmes**

Due to persistent droughts and low productivity brought about as a result of the worsening economic conditions the Zimbabwean population became food in-secure. The World Food Programme embarked on humanitarian support and started some feeding programmes in selected schools in urban and peri-
urban schools. Currently under the Protracted Relief and Recovery Operation that began in January 2011, WFP and cooperating partners are providing three main categories of food assistance: i) Seasonal Targeted Assistance, ii) Health and Nutrition and iii) Social safety nets.

More recently WFP has established programmes like cash-for-cereals where selected households receive cash transfers of USD 25 per month and participated in a nationwide nutrition survey in coordination with UNICEF and supported the development of the national Food and Nutrition Policy jointly funded by FAO and UNICEF in consultation with the Ministry of Health and the Food and Nutrition Council.

Many CBOs and National NGOs also support feeding programmes for orphans and the vulnerable children.

Refugees and Internally Displaced Persons (IDPs)

Internally displaced persons are persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border. This usually leads to disruption of learning by the children of the affected families. There are no official figures for internally displaced people in Zimbabwe as the government disputes their existence.

Despite the economic crisis Zimbabwe continues to receive refugees from countries like DRC, Rwanda and Somalia. Most of these refugees do not necessarily want to reside in Zimbabwe but maybe in transit to some other destination. Aid agencies have put in place measure to offer vocational training courses such as mechanics, bricklaying and garment making. Once trained, the students are given start-up kits so as to commence business in their chosen field. The agencies work in close collaboration with various government ministries.

The government of Zimbabwe built schools in big refugee camps such as Chambuta and Tongogara, enabling the refugee children to attend both primary and secondary schools. These camp schools also benefit the communities around them since a proportion of the enrolment comes from the communities themselves. Most of the refugees are from the DRC, Rwanda, Somalia, Eritrea and Ethiopia, waiting to be taken to the US and Canada.

i) Safety and Security

Due to the massive brain drain, it is estimated that 3 million people live outside the country. Many adults living in the Diaspora have left children behind under the care of the extended family. These children fall in the OVCs categories not in terms of resources but in terms of psychological well being mainly because they are likely to develop feelings of abandonment. It is critical to note that OVCs constituted 19.7% of the total enrolment in the 120 sample schools of 81 528 in the Rapid Assessment of Primary and Secondary Schools.

After events of child abuses in schools and in the community where the majority of the abused were OVCs the MoESAC introduced child friendly schools in order to increase the safety and security of children.

There have also been incidents of teacher flight in periods leading to parliamentary and presidential elections in acts of politically motivated violence as reported by some people interviewed. This has prompted the government to enforce legislation on the banning of political activities in schools. The ministry has also assisted the affected by voluntarily transferring them to other areas they feel they are safe. The teachers are also given advice on action to take apart from what it can offer and one of them is taking a legal route.

   ii) Nutrition and Health Care

In the year 2008, Zimbabwe was grappled with a massive cholera crisis of unprecedented levels. Between August and December 2008, a total of 13,960 cholera cases were been reported, causing 589 deaths. Its impact was immense as 43 out of Zimbabwe’s 62 districts reported cases. During this period schools and hospitals closed, patients could not access health care, teachers, nurses and doctors were not able to go to work. Urban water supplies were erratic or not available at all due to weakened infrastructure, power outages and shortage of chemicals. The net effect on Zimbabwean children was the disruption of learning, lack of health care, no safe drinking water, reduced number of meals and increased morbidity and mortality.

In the year 2010, the Ministry of Health with assistance from UNICEF added 229 new sites for treating severe acute malnutrition, bringing the total number of health facilities providing such treatment to 677 (or 47 per cent of existing facilities). More than 13,200 children were treated for the condition at the additional sites. Non-governmental organization augmented government’s efforts to add child feeding services to these facilities. The scourge of cholera was put at bay when 211,000 people in areas at high risk for the disease gained access to safe water.

Zimbabwe is among countries with high HIV and Aids prevalence with a rate of 14.3% among those between 15 and 49 years of age. The prevalence rate in the youth (15-24 years) is estimated at 5 % (3.3% for males and 6.9% for females). An estimated 150 thousand children between the age of 0 and 14 years live with HIV and Aids and around one million children between the age of 0-17 years have been orphaned due to HIV and AIDS. Thus, teachers and learners are affected by the pandemic which is a major cause of both learner and teacher absenteeism due to illness.

4.2. Summary of Principal Findings and Recommendations

4.2.1. Policy Response

Promising practices

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Expanding access

- The introduction of the tuition free rural primary education policy that is meant to address low household incomes for rural folk.

- The invocation of policies and regulations to limit schools fees and levies has kept schooling costs within the reach of many.

- The policy on no-exclusion of learners from school due to non payment of school fees has also made sure that most learners remain in school.

- The establishment of an ECD grade at every primary school has improved children’s access to early childhood development before starting primary education and MoESAC reports a 99.3% availability of an ECD grade in the primary school sector.

- In response to the introduction of ECD classes at every primary school, the MHTE has also introduced a teacher diploma course in ECD at its entire primary teacher training colleges.

- The introduction of new modes of accessing higher and tertiary education namely the Block Release and ODeL as well as revitalisation of parallel programs has improved access to higher and tertiary education.

- Teacher training colleges have introduced bridging courses to allow students without minimum college entry qualifications to be coached and attain them and increase their enrolments.

Teacher training and deployment

- To attract back teachers who had left the system as a result of the economic difficulties without following proper procedures MoESAC waived the PSC reappointment procedures so that teachers quickly fill up the posts. Through this waiver a total of 4000 teachers were re-hired.

- The introduction of the 2-5-2 teacher training model for primary school teachers has increased teacher output as teacher training colleges can enrol two groups per year and this model makes sure that a teacher spends more time in schools teaching than at the training institutions.

- The ODeL programme for Maths and Science teachers is also meant to increase the number of teachers specialising in these fields as they are the most affected by brain drain.

- As the government continues to build resources to improve conditions of service for teachers and other civil servants MoESAC, has authorised schools to use part of the levies collected to pay teacher incentives and has come up with guidelines on how to use the levies. Since 2009 progress has been made in awarding teachers salary increases from about USD 4 to over USD 300 per month – a move which can assist in the retention of the teachers.

Other Policies
The MoESAC in the process of consolidating statutory instruments and revising of regulations in line with the Education Act. Some of regulations that under reviewed are corporal punishment in schools, banning of political activities in and near schools, prohibition of educators from continuing in the profession while holding public office and the establishment of a National Disciplinary committee.

Challenges

- Tight resource constraints have meant that difficult policy decisions have had to be made. Where previously government followed an equity route on subsidizing school fees, it has been forced to adopt fee-free policy only in rural schools leaving many learners in high density suburbs and creation of safety nets to cater for orphans and the vulnerable children.

- The policy on teacher incentives– where schools use 10% of the levies they collect to top up teacher salaries has had the unintended effect of encouraging teachers to migrate to urban wealthier communities and leaving some rural schools with very high pupil/teacher ratios.

- Overall, given the tight resource constraints facing the education and training sector, government has sought to address the needs of learners and their households by offering positive policy responses in critical areas particularly those that enhance access. A key challenge is for government is to be boldly innovative in restructuring itself in terms of curriculum review, downsizing subject offerings and making difficult choices of giving priority to different modes of education delivery. Having a recent institutional memory of educational excellence coupled with previously high levels of public investment in the sector, it has been a difficulty for the Ministries to come to terms with the new economic realities and the response it incurs.

- Curriculum review policy is a challenge that still needs government engagement, since there are concerns about the content of certain elements in the curriculum. Further the vocational subjects accredited under HEXCO, are not recognised as being equivalent to ZIMSEC. This limits students accessing post secondary institutions even TVET institutions.

4.2.2. Key Players, Stakeholders, Partnerships and Coordination

Promising Practises

- Although there is joint sector co-ordination among ministries dealing with education and training tend to be fragmented. There are exceptions. The integrated Skills Outreach Programme (ISOP) which helps address youth unemployment through short competency-based training, is a promising example of inter-sectoral collaboration although it lacks the scale needed to effectively make substantial in roads to dealing with the issue.

- Against a backdrop of economic sanctions, the formation of bodies such as the Education Cluster and the National Education Advisory Board (NEAB) – with all-round representations - has enabled active support to education strategic planning, financing and reform by non state-actors, although they do this mostly through local and international NGOs and UN agencies. However the NEAB is currently diminishing in activity due to lack of political representation and funding.
• The introduction of the Education Transition Fund (ETF) has harmonised donor coordination and funding, raised the profile of education nationally and ensured closer collaboration between the ministry of education and concerned development partners.

• There is a strong community involvement in education through the school development committees and associations, in BEAM and in the adult and Non Formal Education Literacy Programmes.

• The Education Cluster has created better synergies among grass roots NGOs and the Ministry and allowed an inclusive forum where policy, programmes and developments are discussed and responsive programmes developed among role players.

Challenges:

• Weak Internal Co-ordination among leadership of the MoESAC slows down implementation of education deliveries.

• Poorly resourced ICT infrastructure hinders communication and management systems among key role players including provincial and district offices.

• A trust gap between donors and the ministry impedes closer synchronisation and support of programmes.

4.2.3. Planning, Sector Management

• Both ministries of education in response to the crisis undertook needs assessments or baseline studies, largely using their own internal staff to determine the extent of deterioration of services being experienced in their institutions. Staff was empowered through the process to fully understand the scale of the challenges facing them.

• MoESAC has developed Medium Term Strategic Plan and an interim Strategic Plan for the year 2010 to 2011 on which the Finance department base their planning.

• A formal structure exists within the government, with clear mandates and demarcation regarding the roles and responsibilities in the management and monitoring of schools and education institutions at all levels of the sector.

• Internal consultations occur between the two education ministries in liaison committees, education statistics taskforce on the National Development for the Development of Statistics (NSDS), National Commission for UNESCO (NATCOM) committee on the production of the Zimbabwe education sector UNESCO’s general conference report thereby determining the sector priorities that are in line with the national short and long term recovery plans. They also meet in connection with other social events like the Independence Day celebrations. These are used in expanded engagements with other stakeholders through the Education Cluster and the Education Coordination Group, in the preparation of sub-sector medium term strategic plan.
• The Ministry of Higher and Tertiary Education consistently prepares its five-year strategic plans through an inclusive and participatory process - consultative meetings are held with various stakeholders, previous plans are reviewed and issues raised by appointed education commissions factored in.

• The ministry of higher and tertiary education has undertaken an Institutional Records Keeping and Management of HTEIs that seeks to revitalise management systems and align records with planning needs.

• The sector has inherited a structured decentralised administrative and management system down to the school level, using provincial and district offices as well as school management committees.

Challenges:
• Sector management is hampered by understaffing, weak management capacities in some levels and inadequate resourcing from the Ministry of Education headquarters to school level.

• The Ministry of Education has for a variety of reasons, drawn out its process of producing a sector plan – relying on technical skills from external donors to drive the process – and creating lack of clarity on the strategic direction of the Ministry.

4.2.4. Resource Mobilisation and Financial Management

Promising practices:
• The revitalisation of the grant payment scheme is a positive move since it had died as a result of economic hardships.

• The Basic Education Assistance Module (BEAM) programme pays school and examination fees to children from disadvantaged family backgrounds in the primary and secondary education level. Although eroded during the hyperinflation period, it is catering for over half a million children thanks to its revitalisation through the donor programme of support to OVCs.

• The launch of the Education Transition Fund (ETF) in 2009 by the MoESAC – a donor-pooled fund for financing education activities in Zimbabwe during the transitional period – has resulted in improved provision of essential teaching and learning materials for primary and secondary schools, in addition to high level technical assistance. In addition to assuring consistency in funding levels during the transitional period, the pooled fund mechanism has helped to increase alignment with government priorities, promoting ownership, coordination and reducing fragmentation. The success of the first ETF has allowed a second phase to be considered and donors are pledging double the funds of the first phase.

• The Cadetship scheme for HTEIs is a government funding innovation that assists the disadvantaged learners in HTEIs, the beneficiaries of the cadetship programme will have to
work in the country for the number of years equivalent to the duration of the degree programme.

- Communities have borne the burden of funding education during the crisis, through supplementing teacher salaries, school building and maintenance and in some instances the provision of school buses.

Challenges:

- Currently education’s share of government expenditure is less than 15% which is substantially below the recommended norm of 22%. Despite the improvements made in 2009, the sector remains hugely under-resourced with little room for maneuver arising from the current cash budget system under which the government is operating.

- The main financial and budget management issues in the education sector are weak coordination and cooperation with other key line ministries, reliance on historical ‘across the board’ accounting practices and the absence of a fully-costed medium-term plan.

4.2.5. Monitoring and Evaluation

Promising Practices

- The newly formed ZIMCHE also monitors and co-ordinates quality in all degree awarding institutions in the country – comprising 13 universities and 5 polytechnics.

- EMIS was decentralised down to the district level in 1998 and data was being captured at the districts and forwarded to provincial and head office for consolidation into provincial and national reports. Since 2009, limited capabilities at district level because of limited resourcing led to EMIS function being rolled back to provincial levels, with the help of partners, district and provincial officials are responsible for capturing and processing the data, with this strategy data for 2009 is available while that for 2010 is in process. The Ministry of Education with the assistance of partners collected and processed the 2009 and 2010 data; despite this report production remains a challenge within the Ministry.

- The 2009 education at a glance brochure allowed the Ministry to fundraise with international donors. The ministries have been able to use innovative methods to collect, capture and process the 2009 and 2010 data using open source software and a web enabled application package. An EMIS roadmap has also been developed to guide the development of EMIS and ensure a culture of using statistics for planning and management.

- MHTE introduced a more comprehensive EMIS system to monitor its higher and tertiary institutions in 2009. In 2010 MHTE started an initiative in institutional record keeping with the objective to improve data quality at the source and in turn improve the relevance of statistics at the national level.
• SAQMEQ 2010 report completion on measuring education quality on numeracy and literacy among grade six learners. The report presents findings from sample schools and provides valuable insight into monitoring and evaluation of educational issues.

Challenges

• Despite the promising start in MHTE, there has been a lack of follow through with no national yearbook produced in 2009 or 2010. Concerns have been raised about the comprehensiveness and coverage of the data collection efforts in 2011.

• The two education ministries have M&E structures but their effectiveness continues to be hampered by insufficient resources. Understaffing and a lack of requisite competencies in critical divisions such as those dealing with planning, human resources and finance impede engagement in strategy formulation and plan development, as well as in programme monitoring and evaluation.

• The government has not been able to adequately maintain, upgrade or replace existing equipment such as computers and vehicles. Resultantly tools and equipment are not adequate to ensure a minimum level of planning and management function. To improve the ministries have been able to use innovative methods to collect capture and process the 2009 and 2010 data using open source software and a web enabled application package. An EMIS Road Map has also been developed which will guide the development of EMIS and ensure a culture of using statistics for planning and management functions.

• The budgets earmarked for important activities such as the administration of annual education census have been reduced or suspended and some key posts have been frozen.

• Data for private tertiary institutions and TVET institutions is not readily available.

4.2.6. Thematic areas of response in the education sector

Teacher Training and Deployment

Key Promising Practices

• Efforts have been made to increase salary levels for teachers from as low as USD 4 at the height of the crisis to current levels hovering around USD 350.
• The financing of cadetship schemes has facilitated the training of more teachers to ease teacher shortages.
• The secondary teacher training sector introduced an open and distance e-learning program for mathematics and science teachers where the highest vacancy rates remain. Some technical colleges were upgraded and are now awarding Bachelor of Technology degrees in order to boost number of teachers in TVET institutions.
• To maintain stability in schools, the MHTE through its 2-5-2 model has structured teacher training in such a way that the first two terms of their training are in the institution, followed by five terms in the field, as a result of this innovation, training institutions are now able to make two intakes per term.
• To address brain drain and qualification profile of lecturers in universities an initiative has been established involving SARUA (a southern African based organisation), funded by IOM,
Government of Japan and coordinated by ZIMCHE, has led to 69 visiting lecturers teaching at local institutions in 2011.

- There is the promotion of public private partnerships (PPP) that ensures that tertiary institutions remain relevant and avail a platform of placing students once they graduate. The PPP also offered HTEI institutions a lifeline as they generated from enterprise initiatives where students learnt the realities of producing goods and services.

Challenges

- A major challenge to education in Zimbabwe remains the capacity to sustain a qualified teaching force, especially for the public institutions. Salary and other remuneration levels remain low compared to other countries in the region. Teachers continue to lobby for salary levels in line with the poverty datum line.

- Teachers continue to lobby crisis period witnessed a loss of teachers due to brain drain. In order to increase teacher supply in schools the government of Zimbabwe waived teacher reappointment procedures so that the teachers that left the system and wanted to rejoin can easily be reappointed and reduce the teacher vacancies. The primary school teacher training colleges also increased their teacher output by introducing a teacher training model that made teachers under training to spend more time teaching in schools. In addition this model also made it possible for the colleges to have two intakes per year instead of one. The secondary teacher training sector introduced an open and distance e-learning program for mathematics and science teachers who were the most affected and some technical colleges were upgraded to award Bachelor of Technology degrees in order to boost teachers in TVET institutions.

Programmes affecting Vulnerable Groups

- Numerous policies and frameworks focusing on mainstreaming gender issues and ensuring gender parity have been developed in Zimbabwe, the Gender policy is currently under review. A framework for Gender Responsive Pedagogies (GRP) has been developed and it targets teacher trainees to ensure gender sensitivity.

- With the assistance of the World Food Programme, feeding schemes have been instituted in some primary and secondary schools as well as in some institutions of higher learning for HIV-infected students to ensure that this group of students are well-nourished and are better able to learn as they will be in good health,

- The government of Zimbabwe has built schools in refugee camps such as Chambuta and Tongogara, enabling the refugee children to attend both primary and secondary schools. The refugee learners are in intergraded schools with local learners.

Challenges:

- Though a number of programmes are in place for rural OVC’s more needs to be done for the plight of the vulnerable urban learners.
Youth are largely under skilled, underemployed and unemployed with no hope of attaining employment or any skills to enhance their employability.

4.3. **Determinants of a holistic Response to Education Reconstruction: Lessons learnt**

A holistic and inclusive response to education reconstruction takes into account the diverse needs of learners and the different modalities by which education and training can be delivered. This is not always easy in a country having undergone a crisis with limited resources, but the thrust of the argument of this study is that it is critical to have this approach if the education sector is going to enhance a country’s recovery and nation building and not create the grounds for worsening the crisis.

Zimbabwe, prior to the crisis, had a robust education and training sector with a number of alternative pathways to education and training in place, in particular literacy programmes, technical and vocational programmes, open and distance learning at tertiary institutions. During the economic meltdown, many of these programmes diminished with the lack in public funds. Despite the rapid drop in funding many VTC’s were able to sustain themselves through entrepreneurial activities such as farms or workshops.

In response, the Ministries in the sector have attempted to ensure vulnerable learners continue to access education and training opportunities through school grants and tertiary schemes. Despite the crisis and lack of funding, they have successfully introduced pre-primary grades in all schools – lightening the financial burden on working parents and ensuring children have better opportunities to enter primary with school readiness skills. The Ministry of Youth has, with help from partners, been reviewing the national youth policy and in the process of revitalising national youth service training and technical vocational courses at its country wide youth training centres.

The Ministry of Education has recently reprioritised Non Formal Education with a new drive towards business skills, vocational skills and a focus on the world of work. The directorate is also stepping up efforts to promote literacy programmes with some civil society partners.

Similarly, the Ministry of Higher and Tertiary Education, recognising the need of working students introduced a variety of modalities of enrolment – block, parallel – as well as part-time enrolment to accommodate the financial constraints facing most learners.

Realising the demand for training programmes many NGOs are complementing government efforts and are also engage in community training initiatives.

**Conclusions, Policy Implications and Proposed Further Research**

The ability of a country to act responsively to a political, social or economic crisis that severely impacts on the stability of its education sector is in a large part dependent on its management capacities, systems and partnerships. Usually under such crises resources are scarce and information is very critical for planning monitoring and evaluation. Effective coordination both internally and externally and resource mobilisation are more likely to be successful in responding to a crisis and rebuilding its sector in a holistic way than those who place less emphasis on them.
The study findings from the Zimbabwe case study indicate some promising practices that some countries that find themselves in a similar situation can learn from. These are mainly in the areas of putting in place policies that mitigate the impacts of a very severe economic recession and hyperinflation. It has emerged that despite bleak macro-economic indicators the education sector did not completely collapse in Zimbabwe, this resilience and the very rapid rebound of the system can be attributed to the following characteristics of Zimbabwe education system:

Institutional Memory particularly at senior management levels remains excellent ensuring an expeditious recovery once financial resources were availed. Innovative Resource Mobilisation employed by the Ministries of education and its partners ensured donor funds were availed to procure critically needed teaching and learning materials. Despite the numerous challenges dogging the education sector it is evident that Zimbabwe has managed to maintain high levels of access to education. The study also discovered the resilience of teacher corpse which continued to offer their services during a trying time when salaries were basically non existent.

The road ahead remains one full of challenges with the need to implement hard policy decisions to consolidate the gains that have been witnessed since the formation of the Government of National Unity. Revitalisation of systems and structures needs to be expedited to ensure the education sector is once again responsive and of the highest standard. As the national economy continues to grow, challenges of inadequate resources will continue to abate, this coupled with the reprieve from donor funds will rejuvenate the education sector.

Policy Implications
The foregoing conclusions have policy implications for accelerating the role education can play in mitigating a national conflict and building peace in a divided society. Zimbabwe needs to critically examine the factors that emerge as influential in this study.

4.3.1. With Respect to Gaps in the Policy Response

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Possible Policy Solution</th>
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<tbody>
<tr>
<td>1  The policy on teacher incentives has exacerbated the disparities among</td>
<td>Government should consider supplementing incentives for teachers in rural and poor schools so as to close the gap between teacher incentives</td>
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<tr>
<td>schools as incentives depend on the ability of the school to raise funds</td>
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<tr>
<td>from parents. Hence teachers in rural and poor schools are being paid</td>
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<tr>
<td>substantially less creating different salary levels for teachers with</td>
<td></td>
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<tr>
<td>similar qualifications. This leads to a migration of better teachers to</td>
<td></td>
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<tr>
<td>urban and wealthier schools.</td>
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</tr>
<tr>
<td>2</td>
<td>The crisis has affected both urban and rural populations, the policy of tuition free rural primary schools does not consider poor urban populations</td>
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<td>3</td>
<td>The cadetship scheme for accessing post-secondary education does not cover all educational costs as it only caters for fees.</td>
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<td>4</td>
<td>Capacity to sustain a qualified teaching force, especially for the public institutions. Salary and other remuneration levels remain other countries in the region</td>
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<tr>
<td>5</td>
<td>Currently there is a policy gap in addressing holistic and inclusive education opportunities for youth from post-primary through to post secondary.</td>
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<td>6</td>
<td>Linkages between institutions of higher learning, informal sector and private sector remain weak.</td>
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<tr>
<td>7</td>
<td>Various organisations are engaged in formal and informal skills development initiatives without clear mechanism for certification or a qualifications framework</td>
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### 4.3.2. With Respect to Coordination with Stakeholders, Partners

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<th>Challenge</th>
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<tr>
<td>8</td>
<td>Coordination among Ministries responsible for education and training should be consolidated. Seldom is a sector wide approach to reviewing the challenges facing education and training considered.</td>
</tr>
</tbody>
</table>
Ministry of Higher and Tertiary Education has a more interactive role with other government ministries but limited regular engagement with external partners. Ministry of Youth, in particular, so as to extend the sector wide dialogue and coordination.

Information flow within the Ministries is constrained. Explore ways to improve its internal information sharing in Ministries. Improved ICTs, networking with institutional file sharing would alleviate the problem to some degree.

Greater engagement and understanding is needed among the Ministry and development partners, and other stakeholders particularly with regards to prioritization of activities. The ECG group that prioritizes the external funding of ministry activities should include more stakeholders for more inclusivity and better prioritization of activities.

There seem to be parallel processes in the implementation and planning of the education sector where MoESAC, NGOs and UN agencies in some instances have overlapping responsibilities and divergent priorities. There is need to define clear roles of NGOs, development Partners and UN agencies so that roles are not duplicated.

### 4.3.3. With Respect to Planning and Sector Management

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Possible Policy Solution</th>
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<tbody>
<tr>
<td>12 Weak capacity of management and governance from central to local level.</td>
<td>The Ministries need to staff all critical posts and provide training in these management positions. A policy of recruiting recent graduates (beneficiaries of subsidised education) to act as interns. Improved supply of equipment and vehicles has improved the ministries capacities to monitor and evaluate the system.</td>
</tr>
<tr>
<td>13 Lack of official/published statistics is hindering planning.</td>
<td>As information is key to any planning and decision making processes the ministries should consider prioritising EMIS and ensuring that it is adequately resourced at all levels and staffed.</td>
</tr>
</tbody>
</table>
Delays in finalization of Sector Plans for the various Ministries and the overall education sector plan impacts adversely on budgeting planning processes. Sector Plans must be finalised on time and shared with stakeholders to ensure that budgets are costed according to activities in the sector plans.

### 4.3.4. With Respect to Resource Mobilisation and Financial management

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<tr>
<th>Challenge</th>
<th>Possible Policy Solution</th>
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<tr>
<td>Given that two of the ministries are headed by government officials targeted by international sanctions, these sub-sectors of education and training (youth and tertiary) struggle to access external funding.</td>
<td>Where possible advocate that the Ministry of Education leverage funds for the whole education and training sector.</td>
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### 4.3.5. With Respect to Monitoring and Evaluation

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<tr>
<th>Challenge</th>
<th>Possible Policy Solution</th>
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<tr>
<td>Official statistics on education have not been released since 2003</td>
<td>Ensure the timely release of comprehensive education statistics within the year of which they have been captured.</td>
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<tr>
<td>Insufficient resources allocated to and weak recognition of the value to EMIS</td>
<td>Invest in building greater capacity in EMIS from head quarters to district level. Require that districts, provinces and head office report on policy goals using statistics on a quarterly basis. Ring fence a budget for EMIS and Quality Assurance to ensure sufficient resources.</td>
</tr>
<tr>
<td>Under staffing and lack of competencies in the area of statistics within EMIS resulting in delayed release of statistics</td>
<td>Relook at the skills needed by the EMIS department in order to fulfil its role of providing timely, accurate and relevant information for management and planning</td>
</tr>
<tr>
<td>Unavailable annual education statistics publications.</td>
<td>Strengthen the EMIS department so that it processes and publishes statistics for</td>
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4.3.6. With Respect to the Education Needs of Vulnerable Groups

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<th>Challenge</th>
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<td>20 The number of orphans and vulnerable</td>
<td>The government should consider substituting the cadetship</td>
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<td>people continues to increase creating a huge</td>
<td>scheme by re-introducing grants and loan schemes.</td>
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<td>demand on the BEAM and the Cadetship schemes.</td>
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4.4. Proposed Further Research

These initial findings point to where and what to look for in future analyses of the best practices in education in the face of situations of disruption due to economic reasons. Although the study indicates the need to renew the curriculum in a move to make it more vocational and to include some modern components, more probing is required to have a firm understanding of the curricula reform in Zimbabwe. The study also established that back yard schools are a topical issue, knowledge on the factors fuelling these phenomena is scarce and not much is known about the quality of services offered. Since the Zimbabwean economy is largely informal, research must be done to better understand the informal economy and to offer technologies that will leap the informal economy forward.
Appendices

4.5. REFERENCES

10. http://news.bbc.co.uk/2/hi/africa/8622519.stm-
17. The Herald Zimbabwe 28 September 2011
4.6. Glossary

The **Basic Education in Africa Programme (BEAP)** is a UNESCO-backed African programme that seeks to support a holistic and comprehensive reform of basic education in the spirit of EFA. It provides a framework for curriculum renewal linked to a variety of complementary initiatives, which together may assist towards improving quality, relevance and equity in education.

**Conflict** (or ‘conflict-affected’) is used to imply a degree of violence. The term conflict is often used as short hand for ‘violent conflict’ however not all conflict results in violence and a lack of violence does not mean a lack of conflict. The term ‘tension’ may be better used to describe non-violent forms of conflict.

**Education for All (EFA)** is a global commitment to provide quality basic education for all children, youth and adults by 2015. EFA was launched at the World Conference on Education for All in 1990 and was reinforced by the Dakar conference in 2000. There are six key education goals in EFA: (1) expand early childhood care and education; (2) provide free and compulsory primary education for all; (3) promote learning and life skills for young people and adults; (4) increase adult literacy by 50 per cent; (5) achieve gender parity by 2005, gender equality by 2015; and (6) improve the quality of education.

**Education Management Information System (EMIS)** is a tool for gathering, processing and reporting information on the education sector to monitor and evaluate education goals.

**Fast Track Initiative (FTI)** is the Education For All-Fast Track Initiative (EFA/FTI). It is a global partnership, with the Secretariat at the World Bank, between donor and developing countries to ensure accelerated progress towards the Millennium Development Goal of universal primary education by 2015. All low-income countries which demonstrate serious commitment to achieve universal primary completion can receive support from FTI. Through the FTI, all involved partner countries and agencies coordinate at both national and international levels to ensure greater donor harmonization, knowledge sharing and resource mobilization.

**Financial Management Information System (FMIS)** is a tool for assessing the financing and planning of the education sector to ensure its efficiency and adherence to achieving its learning goals.

**Fragile Situations or States** are those states where the government unable or unwilling to deliver core functions to a significant proportion of its people, including the poor (Leader & Colenso, 2005).

**Medium Term Expenditure Frameworks (MTEF)** are a tool for translating PRSPs into public expenditure programs within a coherent multi (usually three) year macroeconomic and fiscal framework.

**Millennium Development Goals (MDGs)** arose from a series of United Nations conferences in the first half of the 1990s. There are eight MDGs to reduce poverty and achieve sustainable development around the world. They form a blueprint agreed to by all the world’s countries and leading development institutions. They are: (1) eradicate extreme poverty and hunger; (2) achieve universal primary
education; (3) promote gender equality and empower women; (4) reduce child mortality; (5) improve maternal health; (6) combat HIV/AIDS, malaria and other diseases; (7) ensure environmental sustainability; (8) develop a global partnership for development.

Multi-Donor Trust Fund (MDTF) are a means for donors to coordinate the reconstruction and development needs of a fragile state. The MDTFs are funded by donor countries and managed by technical secretariats.

Peace-building, as defined by the United Nations in 2007, involves: “a range of measures targeted to reduce the risk of lapsing or relapsing into conflict, to strengthen national capacities at all levels for conflict management, and to lay the foundations for sustainable peace and development. Peace-building strategies must be coherent and tailored to the specific needs of the country concerned, based on national ownership, and should comprise a carefully prioritised, sequenced, and therefore relatively narrow set of activities aimed at achieving the above objectives.” Referenced at: http://www.peacebuildinginitiative.org/index.cfm?fuseaction=page.viewpage&pageid=1765

Poverty Reduction Strategy (PRS) & Poverty Reduction Strategy Papers (PRSP) are prepared by countries through a participatory process involving domestic stakeholders as well as external development partners. PRSPs describe the country’s economic, structural and social policies and programs over a three year (or longer) horizon to promote broad-based growth and poverty reduction, as well as associated external financing needs and major sources of financing. Interim PRSPs (I-PRSPs) summarize the current knowledge and analysis of a country’s poverty situation, describe the existing poverty reduction strategy, and lay out the process for producing a fully developed PRSP in a participatory fashion.

Sector Wide Approach (SWAP) is a process in which funding for the sector – whether internal or from donors – supports a single policy and expenditure program, under government leadership, and adopting common approaches across the sector. It is generally accompanied by efforts to strengthen government procedures for disbursement and accountability. A SWAP should involve broad stakeholder consultation in the design of a coherent sector program at micro, meso, and macro levels, and strong coordination among donors and government.

4.7. The Interview Schedules

4.7.1. List of Interviewees
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<tr>
<td>MoESAC</td>
<td>Secondary Education</td>
<td>Mr Chihota</td>
<td>Director-Secondary Education</td>
<td>+2634734051-9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td>Finance</td>
<td>Mr Mkwaila</td>
<td>Deputy Director - Finance</td>
<td>+2634734051-9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td>Finance</td>
<td>Mr Mafowera</td>
<td>Deputy Director – Finance</td>
<td>+2634734051-9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td>Discipline</td>
<td>Mrs Mufukare</td>
<td>Director - Discipline</td>
<td>+2634734051</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td>Human Resources</td>
<td>Mrs Maseka</td>
<td>Director- Human Resources</td>
<td>+2634734051</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td>Curriculum Development Unit</td>
<td>Mr Mutubuki</td>
<td>Director – Curriculum Development Unit</td>
<td>+2634734051</td>
<td></td>
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</tr>
<tr>
<td>MoESAC</td>
<td>Non – Formal Education</td>
<td>Mr Huruba</td>
<td>Director – Non Formal Education</td>
<td>+2634734051</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoESAC</td>
<td></td>
<td>Mr D Muntanga</td>
<td>Special Projects Advisor</td>
<td>+2634734051</td>
<td>+263776436931</td>
<td><a href="mailto:dmuntanga@gmail.com">dmuntanga@gmail.com</a></td>
</tr>
<tr>
<td>Ministry of Higher and Tertiary Education</td>
<td>Office of the Permanent Secretary</td>
<td>Dr WT Mbizvo</td>
<td>Permanent Secretary-</td>
<td>+2634796441-9</td>
<td></td>
<td><a href="mailto:wtmbizvo@yahoo.com">wtmbizvo@yahoo.com</a></td>
</tr>
<tr>
<td>MHTE</td>
<td>Office of the Permanent Secretary</td>
<td>MR FB Pesanayi</td>
<td>Research Officer</td>
<td>+2634796441</td>
<td></td>
<td><a href="mailto:fbpesanayi@gmail.com">fbpesanayi@gmail.com</a></td>
</tr>
<tr>
<td>MHTE</td>
<td>Manpower Planning and Institutional Development</td>
<td>Mr J T Dehwa</td>
<td>Director Manpower Planning and Institutional Development</td>
<td>+2634796441</td>
<td></td>
<td><a href="mailto:jtdewa@gmail.com">jtdewa@gmail.com</a></td>
</tr>
<tr>
<td>Ministry of Higher and Tertiary Education</td>
<td>Research and Projects</td>
<td>Ms F Chirapa</td>
<td>Head - Research and Projects</td>
<td>+2634796441</td>
<td></td>
<td><a href="mailto:zvamaziva2@gmail.com">zvamaziva2@gmail.com</a></td>
</tr>
<tr>
<td>MHTE</td>
<td>University Education</td>
<td>Mrs Muguti</td>
<td>Director- University Education</td>
<td>+2634796441</td>
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<td>MHTE</td>
<td>University Education</td>
<td>Mr C Mharapara</td>
<td>Deputy Director - University Education</td>
<td>+2634796441</td>
<td><a href="mailto:calmhara@gmail.com">calmhara@gmail.com</a></td>
<td></td>
</tr>
<tr>
<td>MHTE</td>
<td>National Commission for Unesco</td>
<td>Mr M Machawira</td>
<td>Research Officer - National Commission for Unesco</td>
<td>+2634796441</td>
<td><a href="mailto:Machawiram@gmail.com">Machawiram@gmail.com</a></td>
<td></td>
</tr>
<tr>
<td>MHTE</td>
<td>National Commission for Unesco</td>
<td>Mr Ndholovu</td>
<td>Secretary General – Zimbabwe National Commission for Unesco</td>
<td>+2634796441</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MHTE</td>
<td>Human Resources</td>
<td>Mr T Jiti</td>
<td>Deputy Director – Human Resources</td>
<td>+2634796441</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MHTE</td>
<td>Finance</td>
<td>Mr Chabururuuka</td>
<td>Director - Finance</td>
<td>+2634796441</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoYDIE</td>
<td></td>
<td>Mr I Muguza</td>
<td>Director –Youth Development</td>
<td>+2634764165</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoYDIE</td>
<td></td>
<td>Mr Murinda</td>
<td>Deputy Director – Youth Development</td>
<td>+2634764165</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MoYDIE</td>
<td></td>
<td>F Potayi</td>
<td>D/d National Youth Training Service</td>
<td>+2634764165</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ZIMTA</td>
<td>Education Sector</td>
<td>Mrs Tendai Chikowore</td>
<td>Head of ZIMTA and APEX Board</td>
<td>+26377241272 4</td>
<td><a href="mailto:tchikowore@zimta.co.zw">tchikowore@zimta.co.zw</a></td>
<td></td>
</tr>
<tr>
<td>PTUZ</td>
<td></td>
<td>Oswell Madziwa</td>
<td>Programme Officer - PTUZ</td>
<td>+26377235827 4</td>
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<td></td>
</tr>
<tr>
<td>UNESCO</td>
<td>Education Sector</td>
<td>Saul Murimba</td>
<td>Education Officer</td>
<td><a href="mailto:smurimba@unesco.org">smurimba@unesco.org</a></td>
<td></td>
<td></td>
</tr>
<tr>
<td>UNICEF</td>
<td>Education Cluster</td>
<td>Moses Mukabeta</td>
<td>Education Cluster</td>
<td><a href="mailto:mtmukabeta@yahoo.co.uk">mtmukabeta@yahoo.co.uk</a></td>
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<tr>
<td>UNICEF</td>
<td></td>
<td>Godfrey Mudzengerere</td>
<td></td>
<td><a href="mailto:gmudzengerere@unicef.org">gmudzengerere@unicef.org</a></td>
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<tr>
<td>UNICEF</td>
<td></td>
<td>Jeanine Spink</td>
<td></td>
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<tr>
<td>ZIMCHE</td>
<td>Dr H Chikuya</td>
<td>Principal Director – Academic and Institutional Audits</td>
<td><a href="mailto:Hchikuya@zimche.zc.cw">Hchikuya@zimche.zc.cw</a></td>
<td></td>
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</tr>
<tr>
<td>ZIMCHE</td>
<td>Dr E Garwe</td>
<td>ZIMCHE – Deputy Chairperson</td>
<td><a href="mailto:egarwe@zimche.ac.zw">egarwe@zimche.ac.zw</a></td>
<td></td>
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<tr>
<td>ZIMCHE</td>
<td>Dr Nembaware</td>
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<tr>
<td>COLAZ</td>
<td>J Makarudze</td>
<td>Finance and Administration - COLAZ</td>
<td><a href="mailto:jingy28@gmail.com">jingy28@gmail.com</a></td>
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<tr>
<td>FAWEZ</td>
<td>Mrs Mukondo</td>
<td>National Executive Committee Chairperson – head of FAWEZ</td>
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</tr>
<tr>
<td>FAWEZ</td>
<td>Mrs Nyamanhare</td>
<td>National Chairperson</td>
<td>+263307793 3988</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Norwegian Refugee council</td>
<td>Caroline Ort</td>
<td>Country Director- NRC</td>
<td>+263253933</td>
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<td></td>
<td><a href="mailto:cd@zimbabwe.nrc.no">cd@zimbabwe.nrc.no</a></td>
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<tr>
<td>DVV International</td>
<td>Dr E Mujanganja</td>
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<td></td>
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<tr>
<td>NEAB</td>
<td>Fr J Arimoso</td>
<td>Education Delegate</td>
<td>+263774507</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td><a href="mailto:education@jesuitszimbabwe.co.zw">education@jesuitszimbabwe.co.zw</a></td>
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