

**Zimbabwe**

**MOESAC**

**Education Medium Term Plan**

**Operational Plan**

**Date: 1 March 2013**

# Preliminary Material

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## Acronyms

AIR	Apparent Intake Ratio
BEAM	Basic Education Assistance Module
BSPZ	Better Schools Programme Zimbabwe
CPD	Continuous Professional Development
CDU	Curriculum Development Unit
DEO	District Education Officer
DFID	Department for International Development (UK)
DHS	Demographic and Household Survey
ECD	Early Childhood Development
ECG	Education Coordination Group
EU	European Union (Delegation)
EMTP	Education Medium Term Plan
EMIS	Education Management Information System
ESP	Education Sector Plan
ETF	Education Transition Fund
FM	Financial Management
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GOZ	Government of Zimbabwe
GPE	Global Partnership for Education
GPI	Gender Parity Index
HOD	Head of Department
ICT	Information, Communication and Technology
LATS	Learning Achievement Tracking Survey
MOESAC	Ministry of Education, Sport, Arts and Culture
MOF	Ministry of Finance
MOHTE	Ministry of Higher and Tertiary Education
MOLSS	Ministry of Labor and Social Services
MOYI	Ministry of Youth and Indigenisation
NDP	National Development Plan
NER	Net Enrolment Ratio
NGO	Nongovernment Organisation
NIR	Net Intake Ratio
OP	Operational Plan
OVC	Orphans and Vulnerable Children
PCR	Pupil to Classroom Ratio
PCIR	Pupil per Classroom
PDL	Poverty Datum Line
PFMS	Public Financial Management System
PLAP	Performance Lag Address Programme

PSC	Public Service Commission
PSIP	Public Sector Investment Programme
PTR	Pupil Teacher Ratio
QA	Quality Assurance
SAC	Sport, Arts and Culture
SACMEQ	Southern and Eastern Africa Council for Measuring Education Quality
SDA	School Development Association
SDC	School Development Committee
TDIS	Teacher Development Information System
TIC	Teacher in Charge
TMS	Teacher Minimum Standards
TVET	Technical Vocational Education and Training
WASH	Water and School Hygiene
ZELA	Zimbabwe Early Learning Assessment
ZimSEC	Zimbabwe School Examination Council
ZIMSTAT	Zimbabwe National Statistics Agency

# 1 INTRODUCTION

## 1.1 Background

Zimbabwe's education sector is slowly emerging from the setback of the near collapse of basic social service delivery systems at the peak of the economic crisis in 2008-2009. The crisis had considerable impact on several aspects of the education system, particularly related to financing, the teacher force, participation, equity and learning outcomes. There was a brisk economic and fiscal recovery from 2009 through 2011, but investment in basic services – particularly education and health remains low and socioeconomic recovery is lagging.

Supported by Education Development Partners, (EDP) beginning in 2010, the Ministry of Education, Sport, Arts and Culture (MOESAC) began the process of developing a plan for the school education sector, i.e.: Early Childhood Education (ECD) through Form 6. After years of underinvestment, accurate information on teachers, financing, facilities, enrolments, learning outcomes and availability of key inputs was scarce. The MOESAC and partners decided to focus on a one-year Annual Work Plan and Budget which was submitted to the Ministry of Finance in July 2010 and resulted in a sizeable increase in non-salary budget allocations for the next financial year. It further provided the basis for additional work on an Interim Education Financing Plan, and led to the development of a full Education Medium Term Plan (EMTP) 2011-2015. The EMTP was formally endorsed by the Cabinet in May 2012.

The EMTP utilised information available at the time of its formulation for Grades 1 through Form 6. Recent circumstances have changed significantly in both positive and challenging ways. On the positive side, the budget has increased significantly since 2009; the strengthening of the Education Management Information System (EMIS) now allows for time series analysis of school level factors; more indepth research and analysis provides insights to learning outcomes; and many teachers who had fled at the peak of the crisis returned to Zimbabwe under an amnesty programme.

However, the challenges continue to exert pressure on a fragile system recovery: (i) salaries have consumed between 92 – 98% of education expenditure between 2010 and 2012; (ii) evidence of low levels of learning has emerged in national and provincial studies; (iii) the percentage of untrained to trained teachers has increased since 2006, especially at the secondary level; and (iv) the burden of financing the system has fallen on parents, creating great inequities between schools in better-off and poorer communities, and urban and rural areas. Furthermore, 2012 witnessed a significant slow-down in economic growth, national revenues were far below projections, and releases for non-salary expenditure to the MOESAC were extremely low.

The EMTP was based on economic and budgetary assumptions of overall economic growth, increased government revenues, and increases in both employment and non-salary budget allocations. In 2012 it became evident that the rapid growth of the economy and budget witnessed in 2010 and 2011 would not continue. This warrants reconsideration of the financial analysis that underpins the EMTP since even the 'low case' scenario is no longer feasible. Furthermore, new evidence on trends in access, equity, and learning outcomes has emerged which gives impetus to prioritize activities and interventions for the short term that will ensure that the education system regains ground lost during the economic crisis.



All of this has resulted in the need to revisit the assumptions underpinning the EMTP to develop a more realistic plan that prioritises and *operationalizes* an affordable and clear set of activities with realistic targets given the new financial circumstances and information.

## 1.2 Education Sector Plan vs. EMTP Operational Plan

According to the Global Partnership for Education, an Education Sector Plan is (i) guided by an overall vision; (ii) strategic; and (iii) holistic (covering a balance of all subsectors of pre-primary through Higher and Tertiary including non-formal education).<sup>1</sup> In Zimbabwe, there are several Ministries which address different education levels, support vulnerable children and youth, and provide second-chance program and skills development. These include:

- Ministry of Education, Sport, Arts and Culture (MOESAC): ECD through Form 6, some programs to bring school aged children back to the formal system
- Ministry of Higher and Tertiary Education (MOHTE): post A levels technical and university programs including pre-service teacher training
- Ministry of Labour and Social Services (MOLSS): Basic Education Assistance Module (BEAM), a grant to schools to offset the fees and levies of OVCs
- Ministry of Youth and Indigenisation (MOYI): out of school vocational and skills development

The impetus for the MOESAC to develop the EMTP was driven by a requirement of each Ministry by the Government of Zimbabwe's Ministry of Economic Planning and the Ministry of Finance. It was done post-crisis, with limited data, and was not coordinated across Ministries. As such, gaps prevent it from being considered a full sector-wide plan and the information in certain areas remains elusive. For example, less analysis has been done on the status of ECD provision, higher and tertiary education (with the exception of public expenditure) or vocational/technical education. A full-scale institutional and human resources assessment to analyse capacities at different levels is still in the planning stages. Furthermore, the ability to measure external efficiency since the economic crisis is limited. Therefore, while the EMTP provides the overall vision and mission statement for the MOESAC, it is not as holistic or strategic as required of an ESP.

The Global Partnership for Education first reviewed the EMTP in November 2011. Comments received provided the Government of Zimbabwe's Ministry of Education, Sport, Arts and Culture with two options with regard to applying for membership to the GPE:

Going forward, the Global Partnership would encourage Zimbabwe to decide what kind of education plan will be most helpful in the coming years: a comprehensive education sector plan or a more targeted plan that focuses on tackling what can make the most difference over the next three years, for example, and which is realistic with regard to capacity and financing. A targeted implementation plan could be developed within the overall framework of the comprehensive vision of the Medium Term Plan 2011-2015, but could for instance focus on high impact areas that will help speed up progress, build capacity and move

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<sup>1</sup> GPE "Guidelines for Education Sector Plan Development and Appraisal"

the education sector forward towards the objectives set by the Medium Term Plan.

– GPE Aide Memoire to MOESAC November 2011

The MOESAC and Education Coordination Group (ECG) have chosen the latter, and decided to develop this Operational Plan to support implementation of the EMTP. It identifies key activities and interventions to accelerate the gains made since 2009 and to facilitate system recovery based on the current, updated context.

### **EMTP 2011 – 2015 Vision and Strategic Priorities**

#### **Vision**

The vision of the Ministry of Education, Sport, Arts and Culture is of holistically well-educated Zimbabweans with unhu/ubuntu (emphasizing human values and interconnectedness) who are patriotic, balanced, competitive and self-reliant.

#### **MOESAC Mission Statement**

To promote and facilitate the provision of high quality, inclusive and relevant Early Childhood Development (ECD), Primary and Secondary Education, Live0long Learning and Continuing Education, and to enhance Sports, Arts and Culture in education.

#### **Goal of the EMTP**

To revitalize the provision of relevant, quality, inclusive and holistic education, sport, arts and culture for all Zimbabweans in line with the MDG targets by 2015.

#### **Strategic Priorities**

- Strategic Objective 1: Restore the professional status of teachers
- Strategic Objective 2: Revitalize learning quality and relevance
- Strategic Objective3: Restore and improve conditions of learning
- Strategic Objective 4: Quality assurance and staff development
- Strategic Objective 5: Reinvigorate school and system governance and management
- Strategic Objective 6: Focus resources on those with greatest need
- Strategic Objective 7: Revitalize Sport, Arts and Culture

## 2 UPDATED SITUATION ANALYSIS

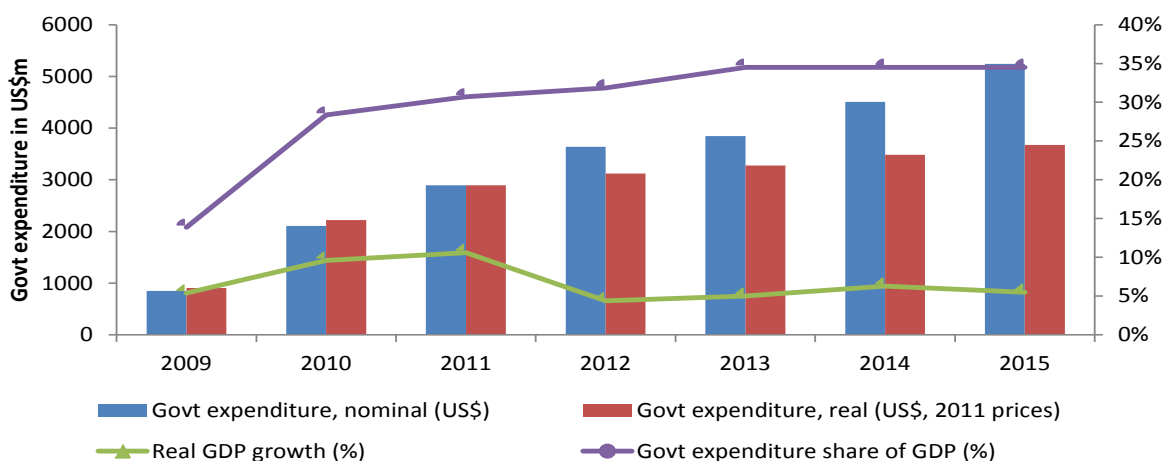
### 2.1 Current Macroeconomic Situation

*Following the rapid recovery from 2009-2011, economic growth slowed markedly in 2012, and the outlook for the next three years is of a severely constrained fiscal environment.* Key trends and projections demonstrate a steep dip in real GDP growth between 2011 and 2012, where the GDP growth rate was revised downwards to 4.4%. This slowdown affected government revenues, which were considerably below those anticipated in the original budget for 2012. Underperformance of non-tax revenue (particularly the diamond sector) is a key constraint on government finances. The budget statement for 2013 summarised the outlook for 2013 as ‘bleak’, with growth projected at around 5-6% for the next three years.

Real growth in government spending is projected at about 5-6% per annum during the period 2013-2015. Zimbabwe will continue to work under the current cash budgeting system established in 2009 with government expenditures matching revenues, which are projected to stabilise at around 35% of GDP over the next three years. This therefore means that government expenditures will increase at the same rate as nominal GDP reaching US\$5.2 billion by 2015. Much of the projected increase will be absorbed by rising prices (see Figure 1).

*The government budget is heavily skewed towards employment costs leaving very limited room for discretionary spending.* In 2013, employment costs are US\$2.6 billion or a share of 65%, down from 70% in 2012. This leaves a balance of only US\$700m for other current costs (18%), and US\$500m for capital costs (13%). Employment costs are even more dominant in the MOESAC budget, crowding out nearly all non-salary expenditures.

Figure 1: Macroeconomic and fiscal trends and projections



Source: Ministry of Finance: Budget Statement 2013. Notes: (1) Govt. expenditure figures are actuals for 2009, 2010 and 2011, a revised estimate for 2012, and projections for 2013-2015. (2) The deflator used to compute real government expenditure was the projected GDP deflator

***Public expenditure on education (domestic and external funds) as a share of GDP is high by international standards, but government funding for non-salary costs is very limited.*** Table 1 presents the weight of the education sector in the macroeconomic and fiscal context. Although public spending accounted for about 10% of GDP in 2012, government spending on school operational and capital costs was very minimal. The vast majority of school-level non-salary costs are paid by households through school fees and levies, estimated at over 90% in 2012 (EMIS), and these amounted to US\$376 million in 2011 representing an additional 4% of GDP.

Table 1: Education in the macro-fiscal framework

	2009	2010	2011	2012	2013
	Actual	Actual	Actual	Revised	Budget
Education public expenditure as % of GDP	3.5%	6.9%	8.7%	10.0%	n/a
Education private (school level) expenditure as % of GDP		n/a	4.3%	n/a	n/a
Education as % of total govt expenditure	24%	23%	25%	28%	27%
Education as % of total govt current expenditure	26%	26%	28%	30%	30%
Education as % of total govt capital expenditure	3%	11%	6%	8%	10%
School education & SAC share of govt expenditure (%)	21%	15%	18%	20%	20%
School education & SAC share of discretionary govt expenditure (%)	25%	17%	20%	23%	23%
External funds as % of school education & SAC expenditure	2%	11%	5%	7%	n/a

Sources: MoESAC, MoHTE, MoLSS (domestic sources of public expenditure); Education Transition Fund (external sources of public expenditure); EMIS (private expenditure). Note: (1) School education and sports, arts and culture (SAC), include the subsectors which the MoESAC is responsible for. (2) Discretionary govt expenditure is voted expenditure (i.e. excluding statutory and constitutional expenditure). (3) n/a means not available.

Zimbabwe devotes a significant and rising proportion of government resources to education, accounting for 25% of total spending in 2011<sup>2</sup>, and a 27% share of the 2013 budget. This high share is driven by personnel costs: in 2012 there were about 200,000 civil service employees on the government payroll of which about 116,000 were employees of MOESAC based on the average number on the payroll between January and September 2012. Education accounts for an even higher share of government's current spending (28% in 2011) for the same reason. Education does not receive the same priority in the capital budget, only receiving 6% of total government capital investment in 2011. External sources from the multi-donor financed Education Transition Fund (ETF) and BEAM, which are off-budget, are a critical supplement for non-salary expenditure in schools. Of total spending on school education and Sport, Arts and Culture (SAC), these funds accounted for 11% in 2010 and 5% in 2011, but they represented about 50% of the non-salary funds in both years.

<sup>2</sup> 2012 final outturns are not available at the time of drafting this Operational Plan

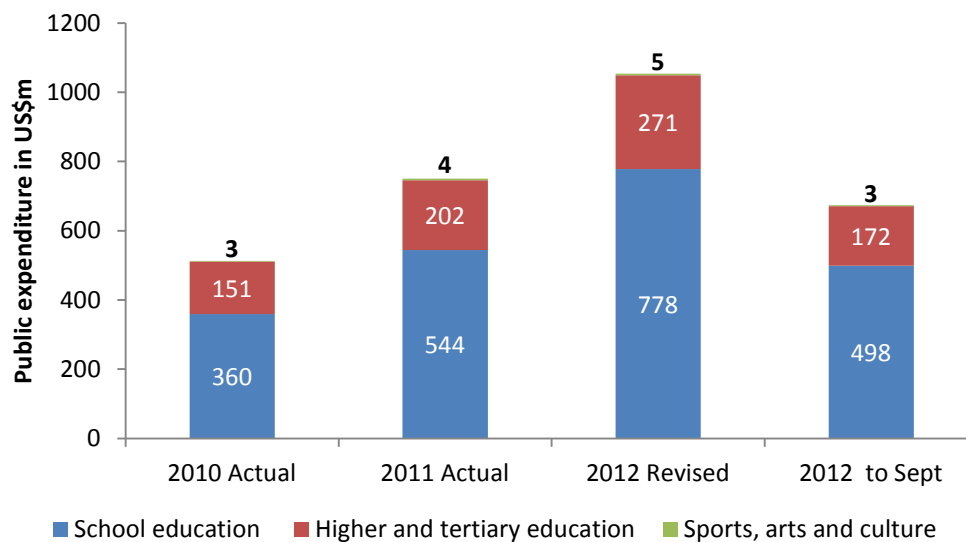
## 2.2 Education Cost and Financing Analysis

### 2.2.1 Public expenditure on education sector (domestic and external sources)

The three major subsectors in education are: (i) school education, which includes pre-primary, primary and secondary education, non-formal education and adult literacy; (ii) higher and tertiary education; and (iii) sports, arts and culture. The sources of public domestic funds for education are the budgets from MOESAC, the Ministry of Higher and Tertiary Education (MOHTE), and the BEAM component of the Ministry of Labour and Social Services (MOLSS) budget. External sources include the multi-donor supported ETF managed by UNICEF, and funds for BEAM.<sup>3</sup>

*Education sector expenditure almost doubled from 2010 to 2012 from US\$513m to the expected US\$1bn in 2012, as Figure 2 shows. The increment is largely driven by an increase in domestic funds, while external funding has increased by about 25% (subject to final 2012 figures).* The subsector which has increased the most, absolute and relative terms, is school education, which has seen its budget increase from US\$360m to US\$780m over the two years.

Figure 2: Public expenditure on education by major subsector in US\$m

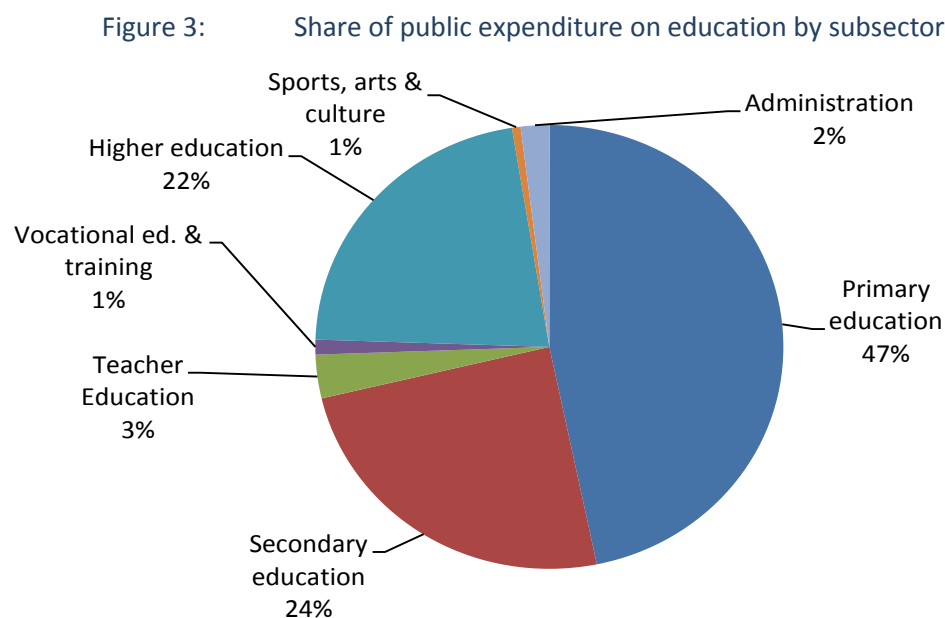


Sources: MOESAC, MOHTE, MOLSS (domestic sources); Education Transition Fund (external sources)

In 2011, primary education accounted for nearly half of public spending on education, secondary education just under one-quarter, and higher education just over 20%, leaving about 7% for teacher education, technical and vocational, and administration combined (see Figure 3). The shares of resources taken by the three largest subsectors has not changed much since 2010, but teacher education, covered

<sup>3</sup> An application for US \$23.6 million to the GPE is being submitted in Spring 2013 for funding from 2014-2016. Other donors provide funding to NGOs working in the sector including DFID and the EU Delegation.

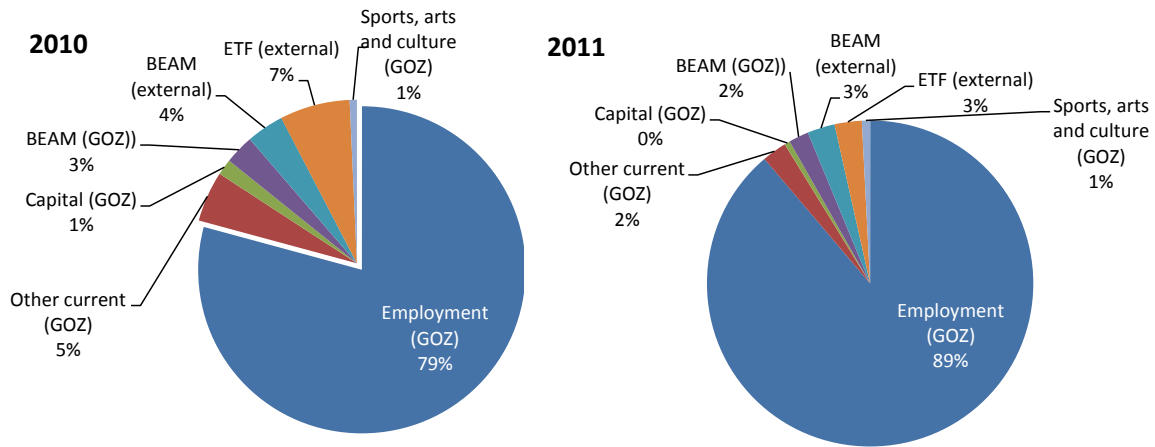
under the MOHTE budget, is notable for having increased its share from 1.6% in 2010 to an expected 3.4% in 2012. The proportion spent on administration has dropped dramatically over the period.



Sources: MOESAC, MOHTE, MOLSS (domestic sources); Education Transition Fund (external sources)

***Employment costs occupy a very large and increasing proportion of public spending on school education and SAC, and are crowding out non-salary spending.*** Other current and capital investment has fallen in absolute terms in recent years. Figure 4 highlights the major shift towards employment costs between 2010 and 2011, such that this category now accounts for nearly 90% of public spending. The second largest expenditure item is BEAM subsidies which are paid directly to schools as a fee/levy substitute for orphans and vulnerable children. Funds from the ETF, which paid for core textbooks for schools, amongst other items, accounted for 3% of public resources in 2011. The level of public spending on other current items fell from US\$67m to US\$54m between 2010 and 2011, and only US\$39m was spent in the first nine months of 2012. Similarly, capital investment fell from \$5.7m to \$3m over the same period, with only \$1.8m spent to September 2012.

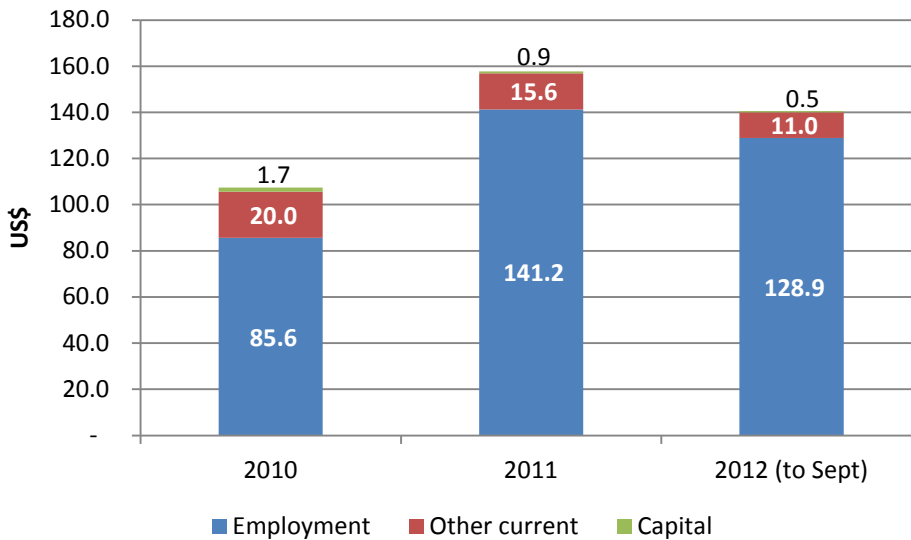
Figure 4: Composition of public expenditure on school education, sports, arts and culture, by item and source (%), 2010 and 2011



Sources: MOESAC, MOHTE, MOLSS (domestic sources); Education Transition Fund (external sources)

**Average public spending per school student on non-salary support is low and falling.** Figure 5 shows that the overall gain in per student public spending on school education, from US\$107 to US\$158, between 2010 and 2011 is driven entirely by increased spending on salaries. Per pupil spending on other current items was only US\$16 in 2011, down from US\$20 in 2010, while per pupil investment in capital also fell to less than US\$1 in 2011. Such low levels of public spending on non-salary support are insufficient to run a properly functioning school education system.

Figure 5: Per student public spending on school education in US\$



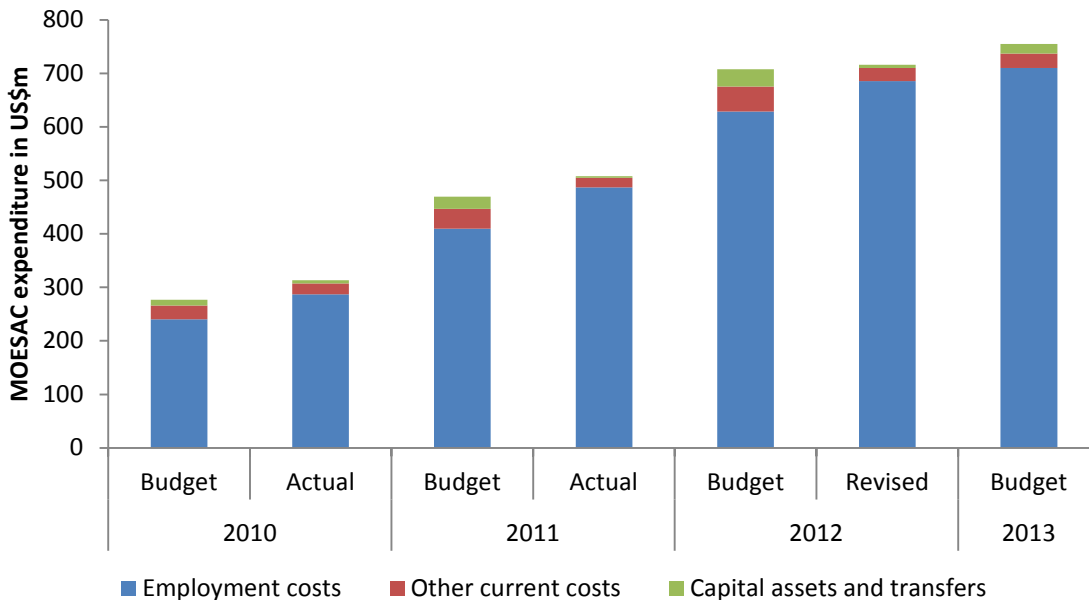
Sources: MOESAC, MOHTE, MOLSS (domestic sources); Education Transition Fund (external sources); EMIS for student enrolment

## 2.2.2 MOESAC expenditure on school education, sport, arts and culture

**MOESAC has little discretion in its spending: employment costs account for about 95% of total spending.** The dominance of employment costs in MOESAC budgets and expenditure is evident in Figure 6. A consistent pattern also emerges between budgets and actual spending outcomes: the level of salary spending increases, while non-salary budgets are cut. A good illustration of this pattern can be seen from 2012: between the original and revised budget stages, employment costs increased from US\$628m to US\$686m, while other current spending was cut from US\$47m to US\$24m, and capital investment was slashed from US\$32m to US\$6m. By September 2012, only US\$6.2m had been released for other current items and US\$1.8m for capital, which represents 10% of the original budget for these categories.

**MOESAC monthly releases for non-salary expenditure are erratic, which makes planning and management of the limited discretionary resources very difficult.** The level of funds for other current expenses varies widely from month to month. In 2010 monthly operational funds peaked at the start of the year, while in 2011 and 2012 funds there was no clear pattern. In the past two years, capital expenditure was spent almost entirely in the final two months of the year when building grants were disbursed as capital transfers to primary and secondary schools in 2010, and funds were spent on construction in December 2011. This spending of funds close to the end of the financial year suggests ‘fiscal dumping’ due to the cash budget system. When funds are spent rapidly by this means, they can easily be allocated without adequate attention to whether they are being spent efficiently.

Figure 6: MOESAC budget and actual expenditure by economic item in US\$m



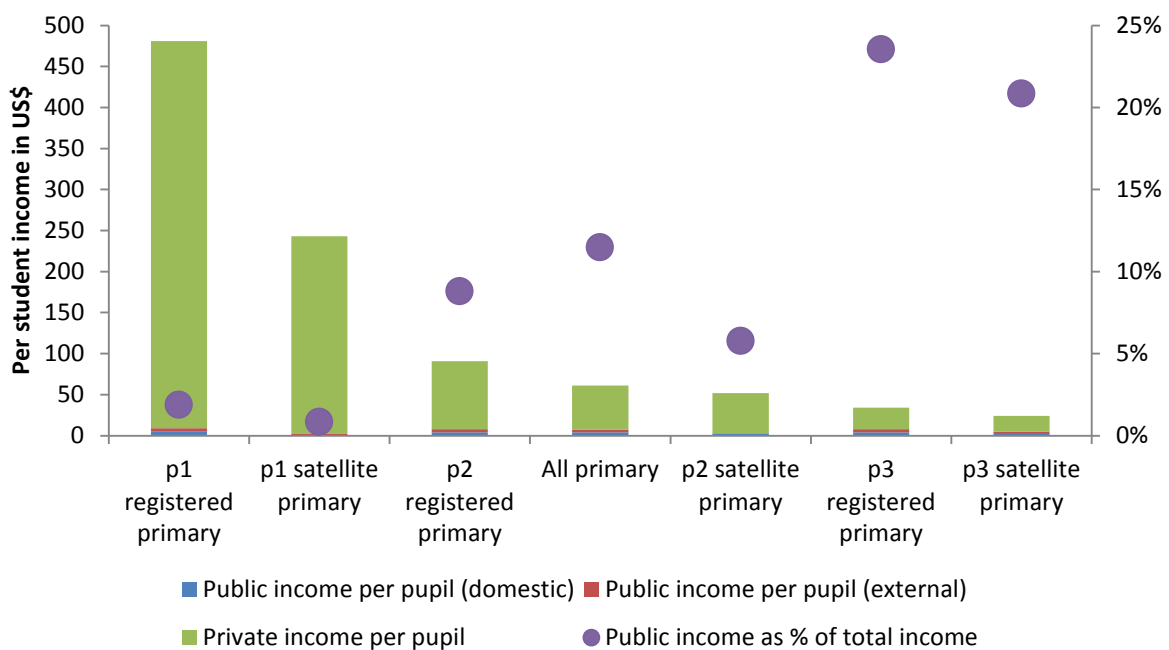
Sources: MOESAC appropriation accounts. MOF Blue Books 2010, 2011, 2012 and 2013



### 2.2.3 School-level income and expenditure

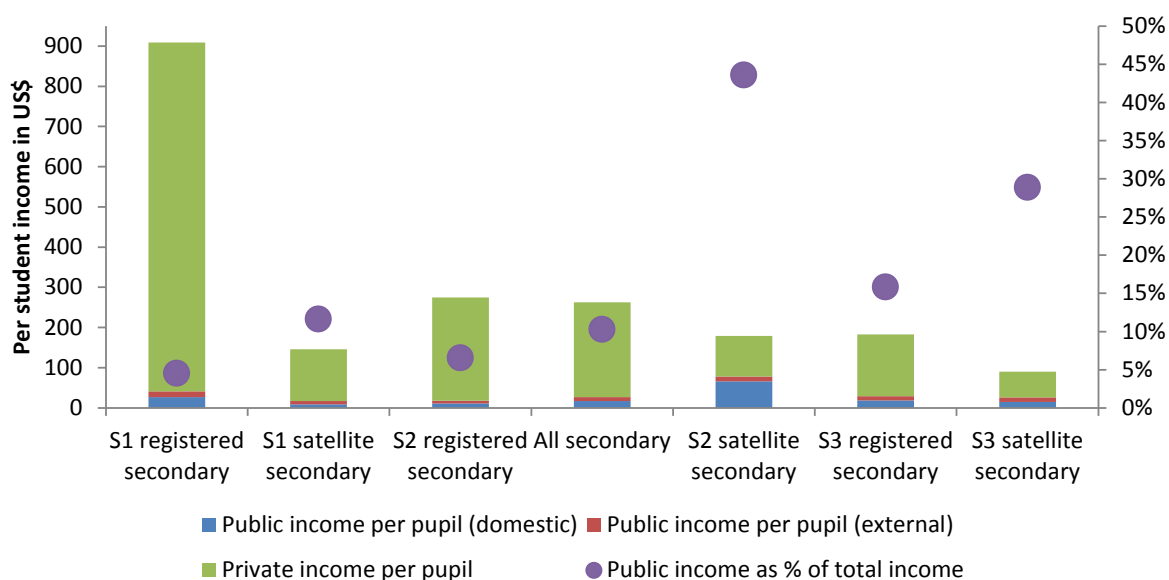
*Schools are not provided with sufficient public funds to meet their running costs or purchase teaching and learning materials, so parents are making large contributions to schools.* According to school records of income for 2011, captured by the EMIS 2012, private sources account for about 91% of both primary and secondary school income on average (excluding public funding for regular teachers' salaries). Figure 7 and Figure 8 display per student income for primary and secondary schools respectively. On average parents are paying US\$54 and US\$236 for primary and secondary pupils respectively, but this amount varies widely according to school type. For the P1 registered schools (urban low density), parents are paying US\$472 on average, while at the other extreme, parents of pupils in P3 satellite schools (rural) pay US\$19 on average. The variation in average private contributions for secondary schooling is also large, ranging from US\$868 in S1 registered schools to US\$64 in S3 satellite schools. The ability to pay varies widely by community, and this is resulting in very inequitable levels of school financing.

Figure 7: Primary school income per pupil by sources and school type in US\$, 2011<sup>1</sup>



Source: EMIS 2012 (response rate was 98% for primary schools and 97% for secondary schools). Note: (1) School income excludes public funding for regular teachers' salaries.

Figure 8: Secondary school income per pupil by source and school type in US\$, 2011<sup>1</sup>



Source: EMIS 2012 (response rate was 98% for primary schools and 97% for secondary schools). Note: (1) School income excludes public funding for regular teachers' salaries.

## 2.3 Demographic, population<sup>4</sup> and poverty data

### 2.3.1 Demographic and Population

Preliminary figures for the 2012 census released by ZIMSTAT indicate that the population of Zimbabwe is 12.973 million (6.234 million males, 6.738 million females, GPI 1.08), and grew at a rate of 1.1 percent per annum between 2002 and 2012. The 2010/11 Demographic and Household Survey (DHS) points to continued challenges to the Zimbabwean population. For example, under 5 mortality remains high at 84 per 1,000 (DHS 2010/11) although it has declined from 94 per 1,000 reported in 2009 (Multiple Indicator Monitoring Survey 2009). Infant mortality – under one year – remains high at 57 per 1,000 even though there is a notable decline from the 2009 estimate of 67 per 1,000. Maternal mortality rate increased from 450 per 100,000 in 1990 to 555 per 100,000 in 2005/6 to 960 per 100,000 in 2010/11 (DHS). Zimbabwe's global ranking has fallen for female adult mortality, plummeting from a relatively strong position in 1970 (ranked 114 globally and one of the best in Africa) to one of the worst ranked countries globally and in Africa (185 in 2010).

The 2012 census data broken down by ages has yet to be released. The proportion of children below the age of 15 in 2010 was estimated at 38.9%, 56.9% were between 15 and 65 years of age, while 4.2% was 65 years or older.

<sup>4</sup> The August 2012 National Census data has not been released at the time of writing this document. When the figures are available, the analysis will need to be recalculated.

### 2.3.2 Poverty

*Despite the brisk 2009-2011 economic recovery, and the rise of GDP per capita level to US \$640 in 2011, poverty remains widespread.* According to ZIMSTAT (preliminary estimates) in 2011 households' annual average cash primary income was US\$ 1,293. The average annual household income was US\$454 in rural areas, and US\$ 3,124 in urban areas. The lowest levels of primary income are reported in communal land with annual income US\$323 where an estimated 6 million Zimbabwean live. About 30 percent of Zimbabweans live with an individual monthly income of less than US\$100. The proportion rises to 61.3% in rural areas. Most affected are females in the resettlement areas, where 72.9% have monthly incomes of less than US\$100/month.

### 2.3.3 Social, ethnic and linguistic context

Indigenous groups make up 98.5% of the population. The majority people, the Shona, comprise 70%. Included among the Shona are about 2 million descendants of migrant workers from Zambia, Malawi, and Mozambique. The Ndebele are approximately 20% of the population. The Ndebele are descended from Zulu migrations in the nineteenth century. English is the official language of Zimbabwe, though less than 2.5%, mainly the white and coloured (mixed race) minorities, consider it their native language. The rest of the population speaks Shona (70%) and Ndebele (20%) and Kalanga (2%) with smaller ethnic minorities speaking their own dialects. 62% of Zimbabweans attend Christian Churches.

There are 16 acknowledged national languages, and there is a small but growing movement to teach in Mother Tongue on all languages. Presently, the Education Act of 1987 (as amended in 1996 and 2006) prescribes English, Shona and Ndebele as the languages for the school curriculum for both primary and secondary education.

## 2.4 System Status and Performance

### 2.4.1 School Facilities

*During the past ten years investments in repair, maintenance and construction of new facilities has been limited.* The lack of investment into infrastructure has created a crisis in schools and in the community in general. This manifested in August 2008, when the deteriorating public water and sanitation facilities and a decaying health care system resulted in a large-scale cholera epidemic which also heavily impacted schools. In response to a deepening crisis, MOESAC in conjunction with development partners used the WASH programme which was initiated in 2007 to progressively provide safe water and sanitation facilities in all rural schools and to distribute hygiene kits to all Zimbabwe's primary schools. With the exception of WASH, the major source of investment into the infrastructure of schools has been through the limited national capital investment budget of the MOESAC and parental and community contribution directly to the school.

All information on school facilities comes from the EMIS 2012 which provides fairly subjective data on the status. A detailed, third party facilities survey is required to assess the extent of the need for rehabilitation and new facilities.

## 2.4.2 Classrooms and Classes

Table 2: Classrooms and Classes<sup>5</sup>

Level	Pupil to Classroom Ratio	Pupil to Class Ratio	Class to Classroom ratio	Number of Classrooms		
				Total Classrooms	Classrooms not in Use	Classrooms in Use
ECD	85.8	21.7	3.5	4,613	0	4,613
Primary	41.6	27.9	1.5	57,051	16,832	40,219
Secondary	37.0	22.0	1.7	23,662	4,619	19,043

The table above shows the pupil to classroom ratio from a subset of 99.7% of schools reporting on classrooms. The calculations take into account the proportion of those children studying in two shift (or session) schools, which in Zimbabwe less than 8% of all pupils. Since this proportion is so small, ratios are based upon those pupils studying in the first shift (session).

***The Primary Pupil to Classroom Ratios (PCR) is 41.6 pupils per classroom while secondary schools have 37.0 students per classroom.*** These values are above the national targets of 30 pupils per classroom for primary school and 20 students per classroom for secondary schools. This is reflected in the high number of unused classrooms recorded on the school census forms (16,832 for primary and 4,619 for secondary). The high number of classrooms not in use may indicate that classrooms are not in suitable condition to be used, but could also be influenced by demand-side factors such as population movement. By comparison, class sizes are much smaller in both primary and secondary schools. Primary class sizes average 27.9 Pupils per Class (PCIR) and 22.0 students to each secondary class. This leads to Class to Classroom ratios of 1.5 classes per classroom for primary schools and 1.7 classes per classroom for secondary schools. It is not clear whether classes are sharing classrooms or other conditions or arrangements prevail such as conducting outdoor classes to alleviate overcrowding. The data suggests that ECD level does not have sufficient classroom space allocated.

## 2.4.3 WASH Facilities

Water is available in most schools with only 1.2% of schools throughout Zimbabwe reporting no access to any water source. The main sources of water supply are boreholes in 65.4% of schools. Tap water is available in 29.3% of schools and 13.7% of schools utilise a protected well. 8.3% of schools use a river or stream for provision of water which may result in risks to the children and staff from impure or contaminated water (EMIS 2012).

<sup>5</sup> The calculations in this table do not consider that schools reported via the school census that 21,451 classrooms were not in use (16832 primary and 4619 secondary representing 20.1% of the total). This high number suggests that one possible method of reducing pupil to classroom ratios is to rehabilitate existing classrooms which are not presently in use. Further research is required including site surveys.

Figure 9: Pupil to Toilet ratio by Gender and Grant Classification

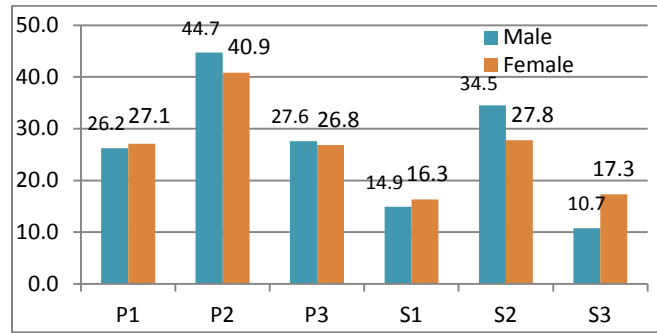


Figure 9 above demonstrates the disparity among schools within Zimbabwe in provision of toilet facilities. The target pupil to toilet ratio for girls is 1:20 and boys 1:25. Most schools fall above the targets indicating the need for further provision of toilet facilities.

#### 2.4.4 Textbooks

Textbooks for core subjects are more readily available in secondary schools than primary schools. There are 1.3 pupils for every core textbook in primary schools but nearly one per pupil in secondary schools. Provision is worst for Grade 1 and 2 pupils with 1.54 and 1.41 pupils to subject textbook respectively. Lower 6 and Upper 6 appear to have more books per student than the other levels.

#### 2.4.5 Computers, ICT and E-Learning

The evidence suggests that Bulawayo and Harare are by far the most progressive areas in terms of computerisation, ICT teacher training, internet connectivity and advancement of e-learning. Bulawayo and Harare have on average 12 and 25 computers per school respectively whilst other provinces range between 1.8 computers per school in Masvingo to 3.2 computers per school in Mashonaland East. Computers are primarily available in P1 and S1 schools with 15.6 and 34.7 computers per school respectively. However computers are almost non-existent in P3 schools with one computer to two schools while S3 schools have almost 5 computers per school.

Bulawayo and Harare have e-learning courses in 15.2% and 22.2% of schools respectively. By comparison other provinces are almost absent of e-learning ranging from Masvingo with 1.6% of schools having e-learning courses to Mashonaland East with 3.9% of schools having e-learning. E-learning is almost absent in P3 schools whilst 4% of S3 schools have e-learning courses, predominantly in Bulawayo and Harare. 31.5% and 34.4% of schools in Bulawayo and Harare have internet connectivity; however other provinces range between 2.8% and 5.7% of schools connected to the internet. Almost 60% of schools with connectivity have broadband internet connectivity.

## 2.5 Access

### 2.5.1 Primary Participation Rate

Figure 10: Primary Gross Enrolment Rate (GER)

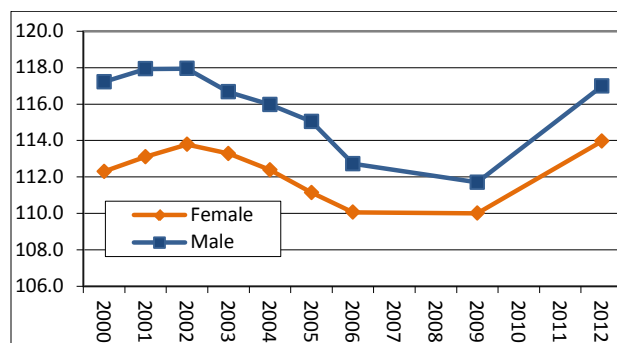


Table 3: Primary Gross Enrolment Rate (GER)

year	Female	Male	Total	GPI GER
2000	112.3	117.2	114.7	0.96
2001	113.1	117.9	115.5	0.96
2002	113.8	117.9	115.9	0.96
2003	113.3	116.7	115.0	0.97
2004	112.4	116.0	114.2	0.97
2005	111.1	115.0	113.1	0.97
2006	110.1	112.7	111.4	0.98
2009	110.0	111.7	110.9	0.98
2012	114.0	117.0	115.5	0.97

The 12 year trend for GER<sup>6</sup> primary education is shown in the table above. Data is not available for the years 2007, 2008, 2010, 2011. The data indicate a consistently high GER over the 12 years of more than 110%. This suggests that there are a significant number of children enrolled in primary education who are above or below the target age group of 6-12 years. The primary repetition rate for 2012 is about 2% so repetition is only part of the explanation. It is also possible that the size of school-age population is underestimated because these figures are based on projections from the census which took place in 2002. Another possibility is that pupils are leaving the school system and then re-entering the system at a later date, but are not being recorded as new entrants. Further research is required to understand the data.

Figure 11: Primary Apparent Intake Rate (AIR)

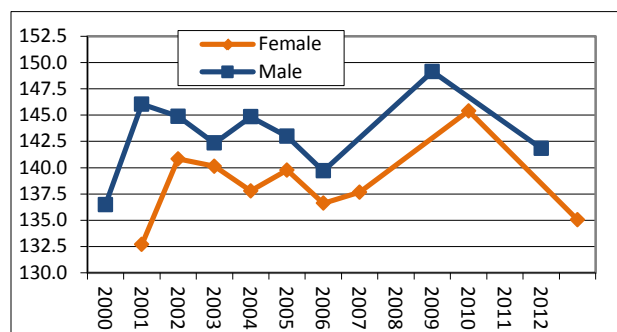
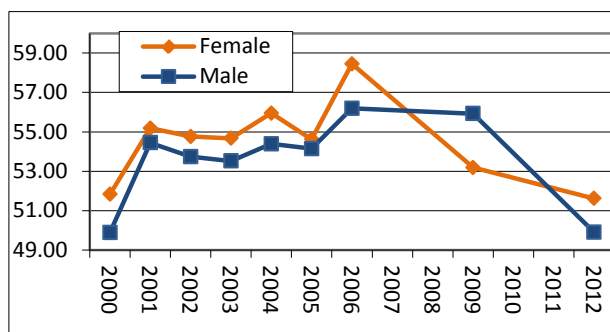


Figure 12: Primary Net Intake Rate (NIR)



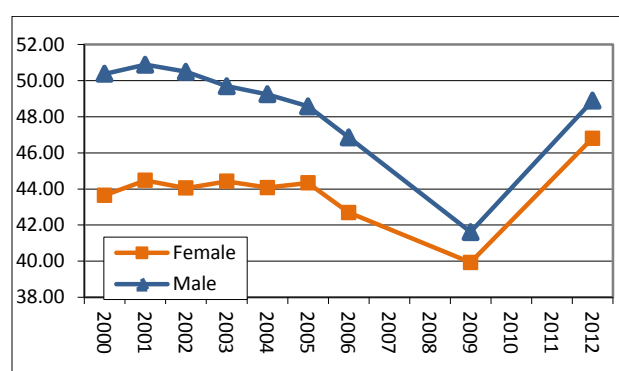
Sources: EMIS 2009, EMIS 2012

<sup>6</sup> The Gross Enrolment Ratio in primary education corresponds to total enrolment in primary education, regardless of age, expressed as a percentage of the population in the relevant primary school-age group. This indicator is widely used to show the general level of participation in and capacity of primary education. The Net Enrolment Ratio gives a more precise measurement of the extent of participation in primary education, as it refers only to those children belonging to the official primary school age-group. It can also be used together with the gross enrolment ratio to measure the extent of over-aged and under-aged enrolment. In most cases, a large difference between gross and net enrolment ratios suggests the presence of over-aged pupils, resulting from late entrance and frequent grade repetitions.

Primary Apparent Intake Rate (AIR)<sup>7</sup> is shown in the figure above. For the past 12 years of data, the AIR has consistently been over 130%. Such a high intake rate over a sustained period is difficult to explain, and may be partly the result of out-of-date population data. Another possibility is that schools are placing ECD age children in Grade 1 in schools where ECD facilities may be inadequate, even though Grade 1 enrolment data shows very few children below six years old. Both AIR and NIR have dropped in recent years by approximately the same amount. This suggests that fewer children are enrolling in Grade 1 overall, which may be appropriate given the recent trends in very high AIRs. Once the 2012 population data, broken down by age, is available, a more accurate analysis of primary participation will be possible.

## 2.5.2 Secondary Participation Rate

Figure 13: Secondary Gross Enrolment Rate (GER)



Gross Enrolment Rate (GER) for Secondary education is shown in the figure to the left. Secondary education has seen a marked increase in participation of almost 8% in the past three years. This is a positive sign as the GER recorded in 2009 indicates a significant drop in participation in the secondary education sector however the figures for 2012 appear to restore participation to its former levels of almost 50%.

Table 4 below gives the breakdown of GER by secondary sub-sector for the past 12 years. GER shows a sharp drop in participation from 66.94% in Form 4 to just 9.85% in Form 5 which has been consistent historically. The number of children going on from Form 4 to participate in vocational or skills training is presently unknown.

Table 4: GER Secondary by year

Year	Form 1 to 4 GER				Form 5 to 6 GER				Form 1 to 6			
	Fem	Male	Total	GPI	Fem	Male	Total	GPI	Fem	Male	Total	GPI
2000	64.44	72.89	68.66	0.88	3.67	5.38	4.51	0.68	43.65	50.38	46.99	0.87
2001	65.37	73.30	69.33	0.89	4.28	6.10	5.17	0.70	44.48	50.89	47.66	0.87
2002	64.48	72.09	68.28	0.89	4.74	7.33	6.01	0.65	44.05	50.50	47.25	0.87
2003	64.59	70.36	67.47	0.92	5.64	8.39	6.98	0.67	44.43	49.69	47.04	0.89
2004	63.71	68.92	66.31	0.92	6.31	9.92	8.08	0.64	44.08	49.25	46.64	0.90
2005	63.88	67.53	65.70	0.95	6.73	10.73	8.69	0.63	44.34	48.59	46.45	0.91
2006	61.38	64.61	62.99	0.95	6.73	11.39	9.01	0.59	42.69	46.86	44.76	0.91
2009	57.54	58.07	57.81	0.99	6.05	8.73	7.36	0.69	39.93	41.61	40.77	0.96
2012	66.44	67.43	66.94	0.99	8.52	11.24	9.85	0.76	46.81	48.90	47.85	0.96

<sup>7</sup> The Primary Apparent Intake Rate (AIR) shown above refers to the number of new entrants in the first grade of primary education, regardless of age, expressed as a percentage of the population at the official primary school-entrance age. The AIR reflects the general level of access to primary education. It also indicates the capacity of the education system to provide access to Grade 1 for the official school-entrance age population. The Net Intake Rate (NIR), also shown above, gives a more precise measurement of access to primary education, as it takes into account only the new entrants in the first grade of primary education who are of the official primary school-entrance age.

Figure 14: Secondary Apparent Intake Rate (AIR)

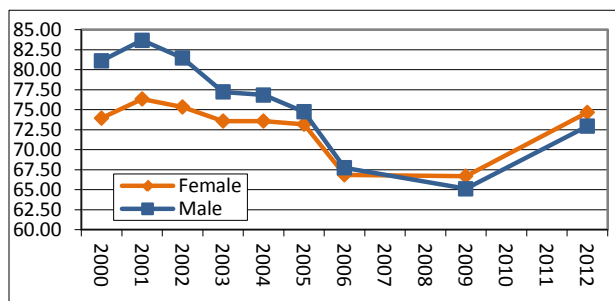
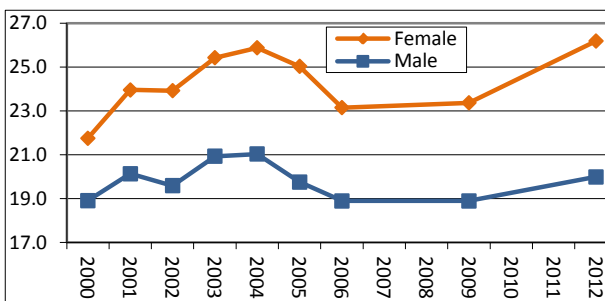


Figure 15: Secondary Net Intake Rate (NIR)



Sources: EMIS 2009, EMIS 2012

The figures above show the AIR and NIR for secondary education. The data suggests an increase in participation of pupils in Form 1 as a percentage of the population including a proportional increase in the percentage of correctly aged children. This indicates that there are a greater number of pupils transitioning from Grade 7 through to Form 1 than in previous years dating back to 2005. It also indicates that more pupils of the correct age are now enrolled in Secondary education than in the past dating back to 2006. Of note is the gender gap in correctly aged children participating in Form 1. There are significantly more girls of the correct age studying in Form 1 than boys (6%). When the information for *primary and secondary enrolment rates are considered together they indicate a decrease in participation and intake for primary level of education- which needs to be further analysed when the 2012 National Census data is released. There has been a significant increase in participation for secondary level.*

## 2.6 Equity

### 2.6.1 Orphaned and Vulnerable Children

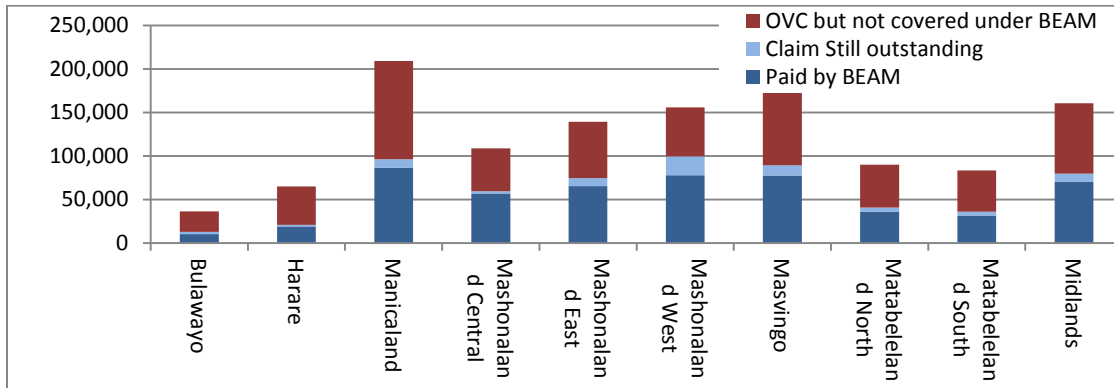
The Basic Education Assistance Module (BEAM) of the Enhanced Social Protection Programme provides financial support to vulnerable children through a basic education package that covers levies, tuition and examination fees for indigent children. Between 2009 and 2012 BEAM has been jointly financed by government, the National AIDS Council and donors. BEAM is a joint programme between MOESAC and Ministry of Labour and Social Services (MOLSS) and managed by MOLSS through a Programme Management Unit (PMU). MOESAC provides the information on the schools through the EMIS, monitoring of disbursements of the funds and access to school.

The target population of the fund is the in and out of school OVC population. According to the 2012 school census there are 1.14 million children out of 3.95 million in total enrolments throughout Zimbabwe classified as OVC and participating in the formal education system. Of these 530,701 (46.5%) are covered under BEAM, while the remaining 53.5% of children presently receive no direct support from the government.



Figure 16 below indicates the proportion of OVC serviced through BEAM by province. Manicaland has the highest number of OVC and the highest number of OVC being served through BEAM, but only the fifth highest relative proportion of OCV not covered under BEAM (56.6%). Masvingo (51.7%) and Midlands (53.6%) also have significant numbers of OVC not covered under BEAM, although the relative proportion of unserved children is quite low when compared to Harare (69.9%), Bulawayo (69.3%) and Matabeleland South (60.2%) all of which have over 60% of OVC who are not covered.

Figure 16: Orphaned and Vulnerable Children (OVC) coverage under BEAM



Source: EMIS 2012

## 2.7 Gender Equity

The 2012 School Census data shows marginal differences in the Gross Enrolment Rate (GER) gender parity at all levels of the education system thus indicating relative gender equity in terms of access. The Primary GER Gender Parity Index (GPI) has fluctuated between 0.96 and 0.98 for the past 12 years indicating relatively equal access for boys and girls. The Secondary GER GPI is 0.96 indicating that relative parity exists throughout the secondary system, however disparities are evident in Forms 5 and 6 where gender parity drops to just 0.76. This is an increase in gender parity for Forms 5 and 6 which was just 0.69 in 2009 and 0.59 in 2006. Academic differences in performance are discussed in the section on Learning Outcomes.

Figure 17: Primary Enrolment GPI by District

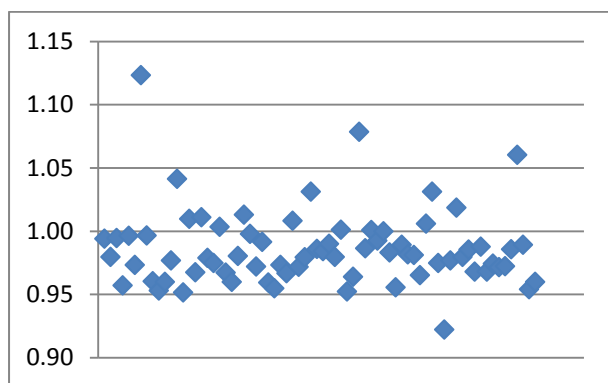
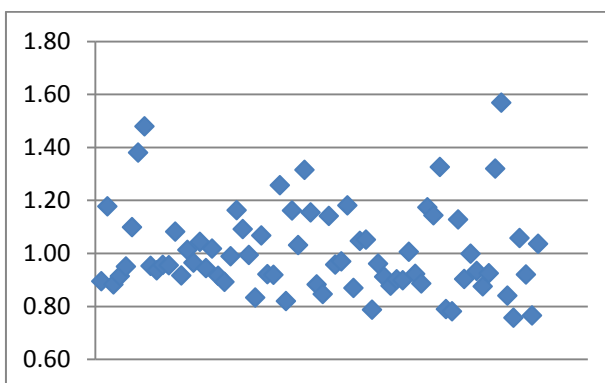


Figure 18: Secondary Enrolment GPI by District



In aggregate gender participation appears to favour girls up through Upper Secondary School. However, when disaggregated by district, a more nuanced picture emerges. Figures 17 and 18 above reveal that at the primary level 58.3% of districts have more males than females, while over 61% of districts have a GPI that favours girls at the secondary level.

Girls experience higher dropout during key years of Form 3 and Form 4 (78% of girls drop out in Form 4 as opposed to 75% of boys). More significantly the Age Specific Enrolment Rate GPI of students aged 16, 17 and 18 is 0.98, 0.84 and 0.67 respectively. This represents a significantly lower participation in education for girls as compared to boys in the critical last years of the education cycle.

At a preliminary glance, females appear to fare better than males at various levels of education: participation rates through Form 2 are higher in aggregate and girls outperform boys at Grade 7 and A level examinations. However, a number of key barriers to girls education have been identified including: (i) insufficient household income to meet direct and indirect costs of females attending school; (ii) cultural and attitudinal perceptions which place less value on girls' education in certain parts of the country; (iii) limited knowledge and understanding of education policy regarding girls' right to education; and (iv) environmental considerations including limited gender appropriate sanitation and hygiene infrastructure, and potential exposure to harassment and abuse in or travelling to/from school. MOESAC studies found that girls' education is not prioritised in certain communities, resulting in an estimated 34% of girls dropping out of school after completing Grade 7 (MOESAC 2009, updated 2011). This high drop-out rate increases girls' vulnerability and reduces life choices as girls who leave school early are more likely to get married and give birth at a tender age. Zimbabwe shows a high rate of both with 21% of girls aged 15-19 already married and 21% of women aged 20-24 having given birth before the age of 18 (UNICEF 2010).

In rural areas cultural attitudes towards women and girls can have a profoundly limiting impact on girls' educational opportunities. In many rural areas the levels of early marriage and teen pregnancy are high, meaning that many girls are forced to leave school early. Local understanding of the national education policy and cultural beliefs regarding the role of women makes it almost impossible for girls to return to school once they are married or have a child (2011 National Baseline Study on Life Experiences for Adolescents – NBSLEA – conducted by ZIMSTATS).

## 2.8 Internal Efficiency

### 2.8.1 Pupil Flow Rates

Table 5: Flow rates, Repetition and Dropout (Source: EMIS 2012)<sup>8, 9</sup>

	Flow Rates			Repetition			Dropout		
	Promotion			Repetition			Dropout		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Grade 1	87.7%	86.9%	87.3%	3.3%	4.0%	3.6%	9.0%	9.1%	9.1%
Grade 2	94.0%	93.2%	93.6%	2.0%	2.6%	2.3%	4.0%	4.3%	4.1%
Grade 3	90.7%	92.2%	91.4%	1.6%	2.1%	1.8%	7.7%	5.8%	6.7%
Grade 4	92.6%	93.7%	93.2%	1.4%	1.9%	1.6%	6.0%	4.4%	5.2%
Grade 5	97.0%	96.0%	96.5%	1.4%	1.7%	1.6%	1.6%	2.2%	1.9%
Grade 6	91.7%	89.7%	90.7%	1.7%	2.2%	2.0%	6.6%	8.1%	7.3%
Grade 7	78.4%	75.4%	76.9%	1.0%	1.4%	1.2%	20.6%	23.2%	21.9%
Form 1	94.5%	93.8%	94.1%	0.3%	0.3%	0.3%	5.3%	5.9%	5.6%
Form 2	97.8%	101.0%	99.4%	0.4%	0.4%	0.4%	1.8%	-1.4%	0.2%
Form 3	85.2%	89.3%	87.3%	4.0%	4.4%	4.2%	10.8%	6.2%	8.5%
Form 4	17.7%	20.2%	19.0%	4.3%	4.8%	4.5%	78.1%	75.0%	76.4%
Lower 6	98.4%	98.5%	98.5%	0.4%	0.9%	0.7%	1.1%	0.6%	0.8%
Upper 6									

The 2012 school census records previous year's enrolment for the academic year 2011. As indicated by the table dropouts are highest when transitioning from Grade 7 to Form 1 and Form 4 to Lower 6 (highlighted in red). The number of children passing to vocational or colleges after Form 4 is not presently known.

Table 6: 2011 to 2012 Transition Rates Grade 7 and Form 4 (Source: EMIS 2012)

	Transition Rates			
	Male	Female	Total	GPI
From Grade 7 to Form 1	78.4%	75.4%	76.9%	0.96
From Form 4 to Form 6 (lower)	17.7%	20.2%	19.0%	1.14

<sup>8</sup> 2012 school census data also recorded 2011 primary enrolments. The analysis is based upon 7944 schools which recorded 2011 enrolment figures (98.5%). Repetition and enrolment for these schools were selected for 2012 to calculate the promotion and real dropout rates shown in table 26 and figure 43 and 44 above.

<sup>9</sup> Calculated using cohort analysis

Figure 19: Promotion Rate by Grade<sup>10</sup>

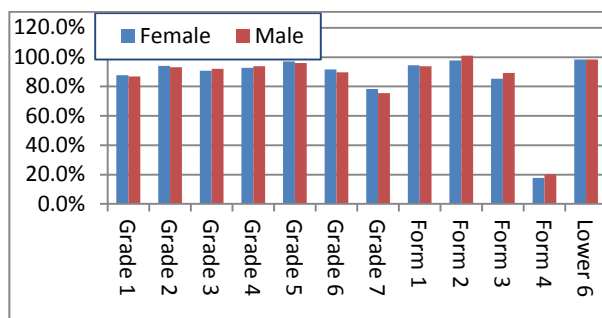
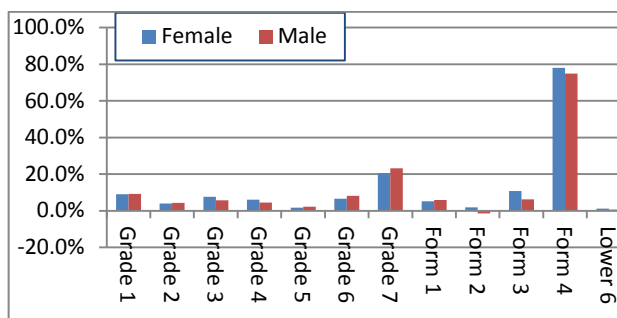


Figure 20: Dropout Rate by Grade

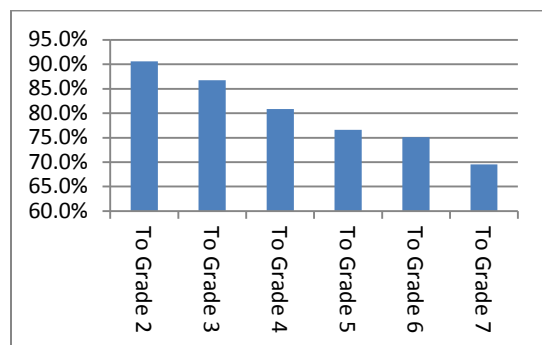


Source: EMIS 2012

### 2.8.2 Primary Survival Rates<sup>11</sup>

Nearly 70% of pupils successfully complete the cycle from Primary Grade 1 to Primary Grade 7. Each pupil wastes 1.055 years leading through to obtainment of Grade 7 (leading to a wastage ratio of 1.23 and coefficient of efficiency of 81%). The main source of wastage is attributable to dropouts (88.9% of total wastage). The average pupil drops out of the education system after only 3.05 years of education. The main reason given for dropping out was ‘having moved or relocated’ (54%). It is not clear whether pupils who were forced to dropout due to relocating later re-entering the school system. 23% of pupils dropped out because of high school fees. Repetition rates are comparatively low and do not contribute significantly to inefficiency (11.1% of total wastage).

Figure 21: Primary survival rates by grade<sup>12</sup>



**Survival rates:**

To Grade 2	90.6%
To Grade 3	86.8%
To Grade 4	80.8%
To Grade 5	76.6%
To Grade 6	75.1%
To Grade 7	69.6%

As indicated by the figure to the left, loss of pupils owing to dropout is gradual from Grades 1 through Grade 7. The average pupil takes 7.12 years to

Source: EMIS 2012

Complete Grade 7. If dropouts and graduates are taken together, the average pupil participates in primary education for only 4.78 years of the full 7 year cycle.

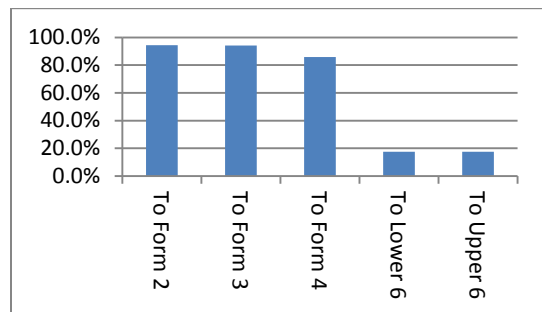
<sup>10</sup> 5670 schools (98.6% of schools) from the school census for 2012 for enrolments in years 2011 and 2012 and repeaters in year 2012.

<sup>11</sup> At present it is not possible to calculate completion rates at the primary or secondary levels

<sup>12</sup> Calculated using the apparent cohort method

### 2.8.3 Secondary Survival Rates

Figure 22: Secondary survival rates by grade



#### Survival rates:

To Form 2	94.4%
To Form 3	94.2%
To Form 4	85.9%
To Lower 6	17.6%
To Upper 6	17.4%

The secondary education system when taken as a whole is not very efficient owing to poor retention of pupils beyond Form 4. The average number of years a student invests into secondary education is only 4.19 years.

Source: EMIS 2012

Only 168 in every 1000 pupils successfully progresses from Form 1 to Upper 6<sup>13</sup>. If successful completion of Upper 6 were taken as the objective of secondary education then there is a great deal invested in a large number of pupils for a small return (wastage ratio of 4.14 and a low coefficient of efficiency of 24%). Dropout is very high at the end of Form 4, with only 19% of pupils transitioning to Lower 6 (Dropouts in total result in 97.1% of total wastage). The average dropout only studies on average 3.70 years. Repetition rates are comparatively low (contributing to only 2.9% of total wastage). 41% of students reported dropping out of school because of high school fees. 29% of dropouts reported moving or relocating and it is not clear whether these students re-enter the system at a later date. 9% of dropouts were because of marriage and 6% owing to pregnancy. Students who complete Form 4 and dropout may actually be transitioning into non-formal, vocational or college education however the numbers are presently not known. Therefore the dropout figure does not represent participation in other forms of education available post-Form 4 ('O' level). A student who completes secondary school going from Form 1 to Upper 6 studies on average 6.19 years. If dropouts and completing students are taken together, the average duration a student participates in secondary education is only 3.83 years of the full six year cycle, which is marginally above the average period a dropout remains in the system.

As indicated above, Form 4 for many is the completion of the basic education cycle although the term does not formally exist in Zimbabwe. Of students who commence study in Form 1, 85.9% complete through to Form 4. When considering completion through to Form 4, the average duration a pupil studies at school is 3.97 years. This is reasonably efficient (wastage ratio of 1.21 and coefficient of efficiency of 89%). Dropouts account for most of the wastage in the system (contributing to 78.8% of wastage). Repetition rates are comparatively low (contributing to only 21.2% of wastage). The loss of students owing to dropout is gradual from Forms 1 through Form 4 and the average dropout only studies 2.20 years. Students who study from Form 1 to Form 4 take on average 4.61 years to complete form 4.

<sup>13</sup> 2012 school census data also recorded 2011 secondary enrolments. The analysis is based on a subset of a total of 2274 schools (98.4% of schools) from the school census for 2012 for enrolments in years 2011 and 2012 and repeaters in year 2012.

## 2.9 Learning Outcomes

At the time the EMTP was developed, the only measures of learning were the Grade 7, O Level and A Level examination pass rates which had shown unstable patterns over the years. Primary results have generally decreased since 2007, however since the end of the crisis in 2009 there has been a marked and gradual improvement in results. O level pass rates improved 2009 - 2011, particularly for boys, although there was a slight dip in pass rates in 2012<sup>14</sup>. A level pass rates have improved significantly since 2008.

Table 7: 6 years of exam pass rates for Grade 7, O level and A level exams (Source: MOESAC Primary and Secondary Education Departments)<sup>15</sup>

Year	Grade 7				O Level				A Level			
	Male	Female	GPI Results	Total	Male	Female	GPI Results	Total	Male	Female	GPI Results	Total
2007				70.5	16.9	19.6	1.16	11.9	83.2	80.7	0.97	83.3
2008				51.5	11.0	14.1	1.29	12.6	72.1	74.6	1.03	73.1
2009				39.7	21.9	17.4	0.80	19.7	78.3	83.5	1.07	80.9
2010				42.0	16.7	21.1	1.27	19.0	79.9	83.8	1.05	81.9
2011	42.3	49.2	1.16	45.7	23.9	20.3	0.85	22.1	89.3	90.7	1.02	89.9
2012	46.7	56.4	1.21	49.6								

Girls consistently perform significantly better on Grade 7 exams and marginally better on A level exams, but significantly worse on O level exams. The reasons for this are not clear.

Since the EMTP was published, two new studies regarding learning outcomes have been released: the 2012 Zimbabwe Early Learning Assessment (ZELA) funded by the ETF and a Learning Achievement Tracking Study (LAT) conducted in Manicaland in 2010. ZELA revealed that Grade 3 students, on average, have absorbed only 30% of the curriculum; and the LAT Study found significant lags in learning Math and English in Grades 4 through 6, the gap which then widens in Forms 1 through 3 (see Tables 8 and 9 below). Both studies also indicated that pupils in rural schools performed significantly below those in urban schools and those in satellite schools performed below those in registered schools.

Table 8: Percentage of learners performing below or at/above their grade/form (SOURCE: LATS)

	Primary			Secondary	
	Below grade/form	At or above grade/form		Below grade/form	At or above grade/form
Mathematics	76%	24%	Mathematics	85%	15%
English	95%	5%	English	100%	0%
Average	85%	15%	Average	92%	8%

<sup>14</sup> The 1.5 % drop in the pass rate was due to an increase of over 1100 candidates having sat the examination. There was a nominal increase of 240 students passing over 2011.

<sup>15</sup> MOESAC and ZimSEC calculate pass rates using different methods. Figures presented in the table are defined by the MOESAC as follows:

Grade 7 pass defined as % of candidates obtaining a total of 4 to 24 units from all subjects

O Level pass defined as % of candidates who passed 'O' Level by 5 or more subjects

A Level pass defined as % of candidates passing 2 or more subjects

Table 9: Performance Lag in Mathematics and English

Expected Performance	Mathematics		English	
	Actual Performance	Performance Lag	Actual Performance	Performance Lag
Grade 4	3B	1 year	1M	2 years, 2 terms
Grade 5	3E	1 year, 1 term	2B	3 years
Grade 6	4E	1 year, 1 term	2M	3 years, 2 terms
Form 1	6B	2 years	2M	5 years, 2 terms
Form 2	6E	2 years, 1 term	2E	6 years, 1 term
Form 3	6E	3 years, 1 term	3E	6 years, 1 term

The tables reflect the long term effect of poor education in early years, which is consistent with international research on the subject: if the base for math and language is weak, it is not possible for a student to build the necessary knowledge and skills contained in the curriculum. The results are possibly the impact on learning outcomes due to the lack of books, ‘brain drain,’ and deterioration of the capacity to deliver education over the last several years, but could also be demand-side issues such as low attendance or other interruptions to participation.

As a result of the LAT Study in Manicaland, a program was developed to address the performance lags indicated above. Students were put into a program whereby they started a review of the curriculum at the level at which they tested; e.g.: a Grade 5 student performing at Grade 3 level attended an accelerated Grade 3 class for two months before progressing to a condensed Grade 4 program. Teachers from Special Education Schools were trained to implement these accelerated classes. In a program that takes approximately one and a half years, the students were able to catch up to grade level, and take the national Grade 7 examination. The school which piloted the program witnessed a 12% increase in Grade 7 examination pass rates over the previous year after introducing the accelerated course. This promising program, called the Performance Lag Address Program (PLAP), is being included in the OP for scaling up to a national level.

## 2.10 Teaching cadre

*While teacher numbers have increased significantly since 2009, the distribution of qualified teachers across sub-sectors, provinces and school types varies very widely.* The 2012 EMIS indicates that there are presently 10,756 ECD teachers servicing 352,946 registered ECD pupils of whom 2,880 (26.78%) are qualified. ECD teachers operate unaided by the government and fully funded through School Development Associations (SDA) or School Development Committees (SDC). At the primary level there are 73,160 teachers of whom 65,547 are qualified (89.6%). Primary teacher numbers have increased by approximately 6000 teachers since 2009. This has more than exceeded a proportional increase in total number of pupils and has therefore contributed towards reducing the Pupil to Teacher Ratio (PTR) in primary schools to 36.4 pupils per teacher (see Figures 20 and 21 below). Of note however is the increase in the ratio to qualified teachers since 2006 indicating proportionally fewer qualified teachers teaching at the primary level.

Figure 23: Primary Pupil to Teacher Ratio

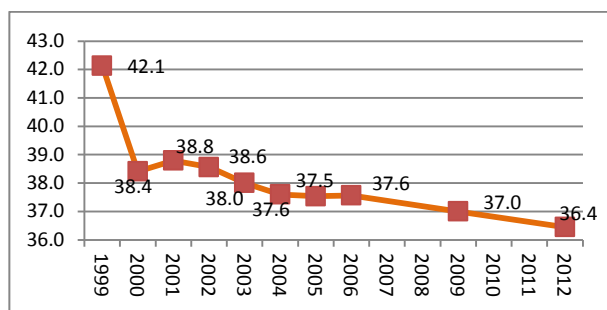
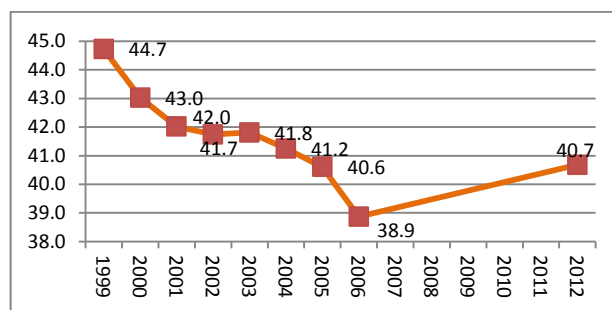


Figure 24: Primary Pupil to Qualified Teacher Ratio



At the secondary level there are 41,264 teachers of whom 29,661 are qualified (72%). As the figures below indicate, the PTR at the secondary level has remained approximately the same since 2009 at 22.8 pupils per teacher. However, the ratio of students to qualified teachers has increased since 2006 from 25.85 to 31.8. Taken together, this demonstrates there are significantly fewer trained teachers in secondary schools as a proportion of the total teaching staff suggesting that a major focus of investment in teachers at the secondary level should be targeted at attracting, training or upgrading suitably qualified persons to secondary level teaching.

Figure 25: Secondary Pupil to Teacher Ratio

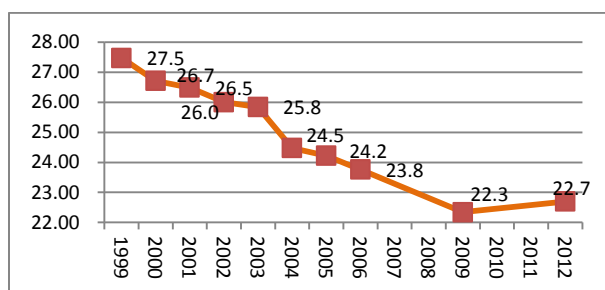
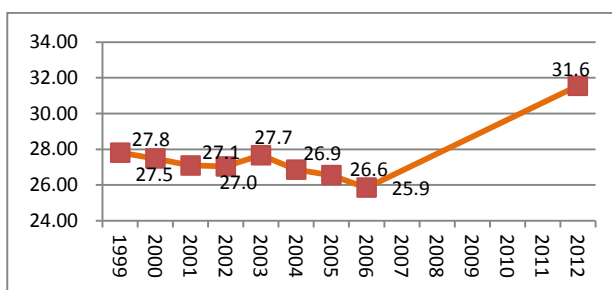


Figure 26: Secondary Pupil to Qualified Teacher Ratio



**The shortage of qualified teachers is particularly acute in science and maths.** Qualified maths and science teachers are in particularly short supply at the secondary level as a result of low enrolments at teacher training colleges, ‘brain drain’ during the hyperinflationary period and economic challenges faced by the country. In Mashonaland Central Province, the majority of rural science teachers are temporary and unqualified. Over 80% of the science teachers in the Mbire and Muzarabani districts are either unqualified or require upgrading of their qualifications.

**Qualifications upgrading for under and un-qualified teachers has been limited since 2005, but there are plans and resources for a substantial investment under ETF II.** There are a few efforts to upgrade the qualifications of those teachers needing credentials, but the numbers of unqualified teachers passing through these programs has been minimal. There are plans for intensifying these programs to upgrade the qualifications of 7500 teachers during the EMTP-OP period.

**There has been limited investment in in-service continuous professional development (CPD) since 2005 due to lack of funds.** At the national level, the paucity of non-salary budget has severely limited



financing for provision and coordination of essential in-service training. District, cluster and school-based CPD has been largely financed from the Better Schools Programme Zimbabwe (BSPZ), a district and cluster-based program which was first funded in the mid-1990s by the Royal Government of the Netherlands, and subsequently by the Government of Zimbabwe. It now receives no public funding and raises funds from a pupil levy (between US \$1 to US\$3 per pupil per year). Many schools and clusters in poorer communities have fallen into arrears for BSPZ levies, and no longer receive support for school and cluster based CPD. BSPZ activities are not captured in EMIS and there is no national BSPZ secretariat so national data on CPD is not available. Anecdotal evidence suggests that the situation is very varied across districts and school types, depending on the energy, commitment and resources available to individual district offices.

***Pre-service teacher education is the responsibility of the Ministry of Higher and Tertiary Education***, an arrangement that brings the advantages of association with Zimbabwe's tertiary sector, but which presents challenges of coordination and alignment. The two education ministries continue to work through a coordinating committee, an institutional arrangement that helps to promote alignment of pre-service and in-service training in Zimbabwe, but coordination challenges remain.

***After Independence in 1980, Zimbabwe pioneered "sandwich" course approaches to teacher training*** which involve students in initial academic training at the colleges, followed by a period of supervised teaching practice in the schools, and ending with a period of full time study in the Colleges or Universities. There are potential benefits in terms of both efficiency (students can rotate through the Colleges so that 30% or more students can be enrolled than there are spaces in the Colleges) and effectiveness, where students get to practice their skills in the classroom and to reflect on their practice in the College. There have been several different combinations of approaches to sandwich courses, with the most popular formulae being "2-5-2" (two terms in College, five in the schools, and two more in the College) used for training of Primary and (soon) ECD teachers, and 3-3-3 used to train Secondary teachers who enter with O level, or 3-1-2 for students entering with A level. There has been some research on teacher education in Zimbabwe, but a clear picture has not yet emerged of the cost-effectiveness of the sandwich course approach and of the teacher education curriculum in general.

***Aligning teacher supply and demand presents particular challenges in Zimbabwe.*** The 15 teacher-training colleges in Zimbabwe (11 for primary education and four for secondary) produce 5,000 graduates annually. Since 2009 there has been a freeze on public service establishments, including teacher positions. This limits the number of teachers that can be appointed to substantive posts to meet the "demand" suggested by the staffing formulae, which currently identify some 26,000 "vacant" teaching posts. Some vacant posts are filled by temporary and unqualified teachers, while others are filled by teachers who are privately employed by school authorities, and financed from school levies. Distribution of teachers across urban and rural areas, as well as across provinces is extremely uneven and has been exacerbated by the "teacher incentives" policy, which permits communities to supplement the salaries of teachers from fee and levy income. Accurate teacher supply and demand data in a format that permits analysis for policy and strategy is difficult to obtain, and this places significant constraints on the capacity of the MOESAC to deploy teachers in the most cost-effective manner.

***The challenges confronting the teaching profession in Zimbabwe are wide ranging.*** The principal challenge is lack of public resources allocated to the sector to permit payment of teacher salaries at a level

that will attract and retain candidates of the calibre required to maintain the level of education previously attained. This is not a problem that is amenable to solutions by the sector ministries which continue to lobby for the optimum share of limited public funds. Teacher salaries and conditions of service, and the size of the teaching establishment is controlled by the Public Service Commission, placing further constraints on the policy discretion of the MOESAC on teacher employment issues. Limited public finances also leave very limited funds in the education budget for non-salary expenditure which could improve the efficiency and effectiveness of teachers. The network of teacher training institutions in public and private colleges and universities presents a substantial asset that could be better utilized and aligned to teacher demand. While considerable research exists in Zimbabwe on the status of teachers, there remain significant gaps in knowledge and a great need to bring the existing knowledge and data within a simple clear framework that can be used to influence policy.

The EMTP identified the improvement of the professional status of teachers as the highest priority objective for the period 2011 – 2015, and a comprehensive Teacher Development Strategy is being developed to address this crucial need. The Teacher Education and Development Strategy (TEDS) aims to:

- Establish an inter-ministerial Teacher Education and Development Advisory Committee (TEDAC) to support coherence and alignment of policy
- Improve teacher performance management and supervision using both the Teacher Development Information System (TDIS) and Teacher Minimum Standards (TMS).<sup>16</sup>
- Increase inservice professional development and opportunities to upgrade qualifications
- Improve conditions of service for teachers through lobbying for increased salary and rural incentives
- Increase research through studies and evaluations
- Establish a Teachers Professional Council
- Promote a culture of innovation in preservice and Technical/Vocational training institutions

See Annex 1 for the preliminary framework for the Teacher Education and Development Strategy and details on planned investments for the EMTP-OP period.

## **2.11 Curriculum**

The last curriculum revision was in 1983, and it is broadly agreed that the curriculum is in need of being updated to factor in changes in societal and technological advancements. As stated in Objective 2 of the EMTP: “It is critical that the curriculum be regularly reviewed in an effort to make it meet the attributes of individuals, the needs of the economy and of society, and of the challenges of the future. To this end, the Ministry will conduct a comprehensive curriculum review, bringing it up to date, placing a greater emphasis on vocational subjects, including Sport, Arts and Culture related subjects, introducing Civic Education and focusing on the environment.”

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<sup>16</sup> TDIS is an HR management tool and TMS is to be used to monitor and improve teacher performance through supervision and professional development opportunities so that all teachers can reach minimum standards, both to be supported during the OP period by the GPE Program Grant.

A Working Group has been established with support of the ETF and begun defining the high priority issues for attention in the curriculum including areas regarding Quality, Vision, Values and Principles, and Framework as follows:

Figure 27: MOESAC Priorities for the Curriculum Review

**QUALITY**

There is an overarching concern that the quality of the school curriculum needs to be improved, although what is meant by quality has not been precisely defined. This Roadmap therefore recommends that a 'Quality Framework' for curriculum in Zimbabwe be developed by the Review's Working Group (WG) as a matter of urgency. Such a Framework will specify quality criteria to be applied throughout the Review process.

**VISION**

A new curriculum needs to be based on a new vision for what the curriculum should be. It is important that a new vision for the curriculum be developed, discussed among stakeholders and endorsed by MOESAC early in the review process. This again should form a part of the preparatory work of the WG.

**VALUES AND PRINCIPLES**

Currently, MOESAC emphasises the principle of Ubuntu/unhu and values of commitment, integrity, empathy and team work through the curriculum. However more inputs should be made with respect to values and principles to be aligned to the new vision addressing the current and future socio-economic, technological changes of Zimbabwe and the global village

**CURRICULUM FRAMEWORK (Preliminary)**

There has been some discussion on the need for a Curriculum Framework for Zimbabwe, and it is recommended that its development commences as a priority before the completion of the Review itself. Some parts of the Curriculum Framework (such as the Vision, Values, Principles, Competences and Learning areas) could be developed by the WG during the Preparatory Stage of the Review.

Table 10: Stages of the Curriculum Review Process

<b>No.</b>	<b>Title</b>	<b>Completed by</b>
1	Preparation	April 2013
2	Awareness Raising	June 2013
3	Information and Data Collection	Dec 2013
4	Information and Data Analysis	June 2014
5	Reporting	Dec 2014
6	Syllabus development/review/revision	Dec2015

This proposed review remains a priority in the EMTP-OP period. See Annex 2 for more details on the Curriculum Review Framework.

## 2.12 Management

### 2.12.1 Management of the broader system

Management of the MOESAC > Provinces > Districts <MOESAC TO PLEASE PROVIDE PARAS

See Annex 3 for a full diagram and description of the various levels of the education system.

### 2.12.2 Management of Schools

*Supervision of teachers has suffered during the last decade.* There are 200 (plus) district-based primary inspector posts and 125 provincial-based secondary subject inspectors, yet many of these posts remain vacant. Those inspectors in post have inadequate funding for transport so that they cannot complete the stipulated number of school inspections, particularly of the rural and more isolated schools.

The majority of school head teachers, who should undertake school-based supervision of teachers, are not receiving training specific to supervision. In rural areas, many posts of school heads are filled by untrained or ‘acting’ head teachers.

At the national level, school and teacher supervision reports are being received manually (approximately 14,800) yet there is no electronic system by which the information received can be quickly accessed and analysed for planned action.

Consultations with education officials and teacher representatives suggested that there is a need to introduce Teacher Minimum Standards as a mechanism for monitoring and improving teacher performance which is being introduced to the EMTP-OP. The MOESAC is also planning to introduce a Teacher Development Information System (TDIS) which will collect and maintain data on all aspects of individual teachers’ qualifications, experience and professional development. Both of these systems should strengthen the management of teacher professional development and the monitoring of the quality of teachers.

## 2.13 Information Systems

*The use of information systems and of data to effect decision making is presently limited, but increasing.* The main source of data on ECD, Primary and Secondary schools is derived from the annual School Census. Data collection ceased in 2006 and was only revived in 2009, the data from which was published in 2012. The MOESAC conducted a baseline census for 2012 and has published preliminary figures which have underpinned this report. The EMIS is a centralized system at MOESAC’s head office and data is collected and analysed at the national level. The MOESAC has approved a long term strategic plan for the development of its EMIS which emphasizes decentralisation of EMIS and EMIS data use to provinces and selected districts by 2015.<sup>17</sup>

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<sup>17</sup> Full EMIS Strategic Plan is on file.

Provinces collect more regular data on teachers and enrolments. The MOHTE operates a data collection process for Higher Education and TVET (and tertiary education) called the Status of Human Capital Development and Training Institutions in Zimbabwe based on modified international questionnaires. However the figures on TVET and non-formal skills training are either not complete or are very low.

Over 100,000 teacher records are managed manually, although the Ministry of Public Services and Public Service Commission have begun implementing an electronic payroll system.

## **2.14 Financial Management**

To ensure effective and efficient Public Financial Management, the Government of Zimbabwe through the Ministry of Finance implemented an Integrated Financial Management Information System (IFMIS) in 2000-2004 on a SAP software platform. However, the ability of the system to adequately support the core functions of PFM was eroded during the hyper inflationary period (2008/2009). As a result, PFM activities continued being managed manually outside the SAP system. After economic stability measures were reinstated in 2009, the improved environment necessitated strengthening PFM by reviving and upgrading the IFMIS. The system was therefore revived by the MOF with assistance from development partners in 2009. The revived IFMIS is the key platform of public financial management, and was intended to be in use in all 38 line ministries including the Parliament of Zimbabwe, all ten provinces as well as all 71 districts. The functional usage covers the areas of budget control (budget preparation and execution), financial accounting and reporting, procurement and non-tax revenue collection.

Like all GOZ ministries, the MOESAC uses the IFMS. The system provides an excellent platform where at any point the ministry is able to know its budget availability and cash release status – although access to the system is limited to a few people. The actual budgeting/planning process remains outside the PFMS. The IFMS is used to process all expenditure transactions related to funds appropriated by the GOZ to the ministry through the Appropriation Act, including the purchase and management of assets. The ministry also uses the system to process all accounting transactions related to the exchequer account receipts and debt management.

The IFMS is in place to the provincial level only, and does not include district or school-based accounting except as reported to the provincial offices. It allows for consolidated analysis of all MOESAC transactions, as well as a platform to track transactions by province. The system measures total expenditure, expenditures against budget, by individual expense accounts, against released cash, total receipts etc.

*Budget Control:* As far as accounting for expenditure transactions from voted funds is concerned the system is relatively efficient, particularly as far as processing payments is concerned. It ring-fences funds once purchase requisitions are entered, and checks for available funds for any new transactions. However, it is only able to monitor a portion of expenditures and commitments due to the fact that many transactions take place outside the system. This is particularly true for utility bills and other similar recurring services: the GOZ's cash budgeting system does not allow for anticipating expenditures in the system, but only accepts their entry after the expenses have been incurred.

*Asset management:* The system has the ability to manage assets. The MOESAC is in the process of updating its asset records on the system.

*Audit Reports:* The 2009 and 2010 audits were qualified, but the 2011 report showed significant improvement. The main observation made by the auditors regarded the failure to properly monitor the use of per capita grants given to schools.

*Lessons Learned:* The three key areas that ministry intends to address during the OP period include;

- Building capacity to generate PFMA compliant reports from the IFMS (in process with assistance from the Accountant General's Office.
- Cascading the system to at least the district offices. It is anticipated that there could be higher expectation for districts to carry out their system responsibilities in future. This would require system availability at district level.
- Developing strategies to ensure that the flow of exchequer revenue receipts is more efficient so that that the MOESAC is able, on a monthly basis, to report fully from the system on exchequer receipts.

## 3 OPERATIONAL PLAN: STRATEGIC CHOICES AND SHORT TERM PRIORITIES

### 3.1 Policy Orientation and Goals

*Zimbabwe's strategic objectives and seven priorities for school education, ECD through Form 6, are clearly set out in the EMTP 2011-2015.* Since the plan was approved by Cabinet circumstances changed: new information on school education outcomes has been released and the economic and fiscal outlook is not as positive as envisioned. The updated Situation Analysis in this Operational Plan analyses recent expenditure patterns, enrolments and learning outcomes, and demonstrates that the original targets of the EMTP have proved ambitious even in the low case scenario.

The key messages and logic of the diagnosis which emerge from the updated analysis is as follows:

- The economic crisis had a significant impact on the education system which is only in the early stages of a fragile recovery;
- The burden of financing schools has fallen on parents which has created considerable inequities across schools based on the schools' ability to collect levies – and high rates of poverty leaves poor and rural children at a particular disadvantage, evident by declining primary participation rates (DHS 2010/11);
- The ratio of qualified to unqualified teachers is dropping;
- Both qualified and unqualified teachers have received too little support to be able to teach effectively;
- Low levels of learning, especially at the lower levels of primary school, are having knock-on effects across the system and learning outcomes at all levels continue to suffer;
- Although the presence of books and learning materials has improved since 2009, the system is plagued by deteriorating school facilities and lack of materials; and
- Government non-salary expenditure in the sector remains low and has fallen over the last few years, and when combined with development partner financing will not be able to achieve the targets of the EMTP.

The EMTP, including the seven priorities, remains the vision to which to aspire, but the conclusion of the diagnosis is the need to focus government and development partner financing on a narrower set of activities than the EMTP originally projected. This document defines and prioritises the key investments that will provide maximum impact on the system for the next three years<sup>18</sup> to operationalize the EMTP.

### 3.2 The Process of Developing the Operational Plan

*Consultations:* As with the EMTP, the process of developing the OP began with consultations of key stakeholders including teachers, parents, district and provincial officials, teachers' unions, Head Office officials and Civil Society Organisations. A workshop was held to review the current realities and restate the vision of the EMTP in realistic and operational terms at the school level (for impact) and system level. The participants worked to reassess priorities.

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<sup>18</sup> The EMTP, ETF and other development partner financing cover 2013-2015. The proposed GPE project will extend through 2016.

*Define the resource envelope:* At the request of the Ministry of Finance, in October 2012 the World Bank conducted analysis of budget outturns and sector financing (domestic and external) since 2010 for all sectors. The analysis of the education sector served as the basis of the economic and financial analysis for this OP. Subsequently, the MOESAC created an Operational Plan Task Force that worked with the team employed by the GPE-financed Education Plan Development Grant (EPDG) to become the drafting team responsible for developing the OP. The first step was to map existing commitments of domestic and external financing to the strategic priorities.

The team reviewed the existing program and identified gaps in interventions which would have a high impact on the outcomes of the OP. The output of this process is a complete matrix that includes all government and development partner commitments for 2013-2015, financing levels, source of funds, as well as the objectives and indicators for each activity – all categorised by Strategic or Operational Objective (see Annex 4).

*Develop a list of the next tier of priorities:* After analysing all of the above and EMTP, a list of persisting gaps and the next set of priority activities was developed. This list will serve as guidance to the MOESAC and development partners in the event that additional financing becomes available through government or external sources.

### **3.3 Existing commitments to support operationalizing the EMTP**

The matrix in Annex 4 documents the existing commitments and activities of all financing sources for the next three years.<sup>19</sup> The matrix maps these interventions by EMTP Strategic Objective then defines how it will be operationalized (Operational Objectives). Each includes funding source and targets over the next three years.

This programme matrix is the first time all interventions, targets and financing sources have been brought together in one document. It provides a more global picture which has allowed the MOESAC to review line items to see if, in aggregate, this programme will meet their stated objectives. It is assumed that the matrix is not static: that it will be used as an organising tool or rolling plan by the MOESAC and development partners to be updated annually according to need.

To summarise the matrix by Operational Objective, it comprises the following interventions:

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<sup>19</sup> It should be noted that there is currently no financing by the International Financial Institutions (IFI) such as the World Bank and African Development Bank. This is due to the fact that Zimbabwe is in arrears to the IFIs, and they are therefore unable to provide financing. At the time of drafting this OP, the GOZ and IMF are in discussions to put a Staff Monitoring Program (SMP) in place. Successful implementation of the SMP could lead to “pre-arrears clearance” in which case International Development Association (IDA) resources could be made available to Zimbabwe. It is not clear what the investment priorities of these IDA funds would be. However, if arrears are cleared during the period of the OP, it is conceivable that IDA grants could become available for education. This often signals confidence to other financing partners that may also choose to invest in the sector, thus creating a virtuous cycle (assuming absorptive capacity issues are addressed).



### **3.3.1 Operational Objective 1: Strengthen teacher development and management (approximately US \$21.4 million)**

*By 2015 Zimbabwe will have a more professional, better managed teaching cadre and improved classroom teaching.*

Interventions under this objective include, *inter alia*, implementing a Teacher Development Strategy that comprises establishing and implementing Teacher Minimum Standards (TMS); creating a Continuous Professional Development program that provides in-service support, especially for teachers in Grades 1-3 and to implement the Performance Lag Address Programme (PLAP); upgrading the qualifications of teachers who do not have O level Maths, Science and Language including at the secondary level; and upgrading the qualifications of ECD paraprofessionals.

*Justification:* These interventions were selected to address the issues the situation analysis raises with regard to the teaching force such as the need for improved capacity for teaching (especially early reading and numeracy at the primary level and science, maths and language at the secondary level) and stronger career path through continuous professional development.

### **3.3.2 Operational Objective 2: Improve learning quality and relevance (approximately US \$13.6 million)**

*By 2015, a renewed integrated curriculum will be in place in primary and secondary schools, and a strategy for technical-vocational education developed, supported by effective learning materials and other learning resources*

Activities under this objective include a review and revision of the curriculum from Grade 1 through Form 6 including the syllabi to support it; developing a Vocational-Technical Education Strategy; ensuring a minimum level of provision of learning materials including textbooks and science kits; supporting the opening of ECD classes; and provision of eLearning software to secondary schools.

*Justification:* The curriculum was last revised in the 1980s when Zimbabwe's education was among the best in Africa. A curriculum review and revision will help integrate new technologies, methodologies and pedagogy into the system, as well as an understanding about the science of learning.

### **3.3.3 Operational Objective 3: Improve conditions of learning in schools (approximately US \$277.9 million<sup>20</sup>)**

*By 2015 the majority of schools will receive support towards creating a higher quality environment conducive to learning and increased participation.*

Activities to support this objective include provision and support of a school grants program and improved school development planning; developing and implementing a school rehabilitation and facilities construction programme, support for water supply and sanitation through the WASH programme; and school feeding, deworming and other health related programmes.

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<sup>20</sup> This amount includes \$125.3 million in capital investment from the Treasury, which although in the GOZ Blue Book, must take recent years' actual releases into consideration. See Section 3.4.2 below.

*Justification:* Resources available to schools to support learning have been scarce. These interventions were selected to ensure more school-based planning, empowering schools with resources that support learning, and to ensure that schools have a safe and healthy learning environment.

#### **3.3.4 Operational Objective 4: Improve education service quality through improved supervision (approximately US \$10.6 million)**

*By 2015, there will be improved, more efficient, equitable and accessible education service delivery of higher quality at the ECD, Primary and Secondary School levels.*

This objective aims to improve service delivery through enhanced supervision and strengthened school management. Activities include professional development for the inspectorate using the TMS instruments; support and training for secondary school head teachers and non-formal centres; competitions for merit-based awards; and support to the Education Network to assist strengthening the process of school-based monitoring.

*Justification:* Zimbabwe had a strong inspectorate and school-based supervision system. The structures are still in place, and these investments are intended to revitalise the capacity of district officers, inspectors and head teachers to support teachers and monitor schools through increased capacity for supervision.

#### **3.3.5 Operational Objective 5: Strengthen school/system governance, monitoring and management (approximately US \$37.3 million)**

*By 2015 more effective and accountable management, research, monitoring and evaluation systems, including measuring learning outcomes, will be in place.*

The key areas to support this objective include (i) continued strengthening of the EMIS, school mapping and annual school census; (ii) building capacity in the use of data for planning and policy making including at the provincial level through Operational Plans and SDCs through School Development Plans; (iii) developing a Teacher Development Information System (TDIS); (iv) building more robust financial management systems; (v) improving management capacity at the Head Office, provincial and district levels, including management of government and development partner-financed programs; and (iv) support to measuring learning outcomes through SAQMEC and ZELA.

*Justification:* Capacity for monitoring the education at all systems was weakened in the last several years. Since 2009, there has been a concerted effort to build capacity for using evidence for policy and planning, planning and implementation. These interventions provide support to build these capacities at all levels of the system: schools, teachers, district and provinces, and the head office. Measuring system outcomes, as in learning, is also included.

#### **3.3.6 Operational Objective 6: Strengthen support to those learners with greatest need (approximately US \$145.8 million)**

*By 2015, the education needs will be addressed for disadvantaged children, OVC, children with special needs, talented disadvantaged children, out-of school youths and illiterate adults through appropriate policies and programmes.*

The interventions to meet this objective include government and development partner (estimated) support to BEAM; national assessments of the situation for various groups of marginalised children to develop better programmes to meet their needs; scholarships and other financial support to disadvantaged children – especially girls – at the Grade 7 and secondary levels; programmes to bring out-of-school children in rural areas back to the formal system; equipment and learning materials for disadvantaged and special needs schools.

*Justification:* Poverty rates have increased significantly since the financial crisis of 2008-09, which have affected a large proportion of children, especially in rural areas. The Government of Zimbabwe and development partners remain committed to ensuring these children are able to start and persist in schools. Levies and fees have also caused a higher percentage of children to drop out of school, and programmes are needed to ensure they have the necessary learning and life skills.

### **3.3.7 Operational Objective 7: Strengthen Sport, Arts and Culture (approximately US \$16.8 million)**

*By 2015, integrate Sport, Arts and Culture into formal education through revised curriculum, school planning and teacher in service training in SAC.*

Several interventions that support this objective are embedded in other activities above, e.g.: integrating sport, arts and culture into the updated curriculum or ensuring SAC teachers are engaged in teacher development efforts. All other commitments are currently exclusively from the MOESAC budget and include: continued support for cultural and sports programmes; special state programs, transfers to SAC organisations; administration and capital transfers. Some recommendations for further support to improve the status of SAC, especially in schools, are included in the following section on Gaps and Next Tier of Priorities.

*Justification:* Sports, art and culture are essential to maintaining national identity, building character, and keeping a country's historic cultural and artistic life alive.

## **3.4 Program Proposals: Gaps and Next Tier of Priorities**

The above section captures the existing commitments from 2013-2015 (and 2016 for the proposed GPE program) that operationalize the EMTP. Two additional scenarios are possible: (i) additional financing becomes available either through government or external sources (e.g.: see footnote 18 regarding the IFIs); and (ii) some of the existing commitments from government or partners fall through. To address both these possibilities, an analysis of the original proposed EMTP interventions and current commitments was undertaken to identify gaps in the programme and the next tier of priority interventions.

### **3.4.1 Information gaps and proposed analysis**

With the trend analysis of actual expenditure, EMIS 2012 and other studies mentioned in this document, the data that underpins this OP are considerably more robust as Zimbabwe moves away from the economic crisis. However, more analytical work is necessary in order to understand and monitor the dynamics of the education system, strengthen planning and targeting of interventions; and to be able to develop a full Education Sector Plan (planned under the proposed GPE programme by 2016). Some of these analyses include:

- A full institutional analysis including roles, accountabilities and capacity at all levels of the system, including human resource capacity analysis throughout the system
- Financial Management systems at the school level
- Teacher stock and flow study, including distribution of teachers (and subject specialty planned for 2013)
- Teacher incentives for improving equity across urban and rural areas
- Pre-service teacher training, relevance and practice
- Facilities survey to understand status and estimate costs of infrastructure requirements (a survey on satellite schools planned for 2013)
- Higher and tertiary sector analysis, including links to the school education sector and labour market in order to develop a full Education Sector Plan (anticipated by 2016)
- Vocational and technical education: develop a strategy, policy and plan for upgrading Voc-Tech teachers

### **3.4.2 Unfunded priorities – next tier**

On balance, the proposed investments provide reasonable coverage of interventions to support the objectives of the OP. The MOESAC intends to review the sector-wide programme annually with the development partners and through its own budget process, and will adapt the interventions to be financed to changing needs. The MOESAC has further reviewed potential high impact interventions that would enhance the existing programme should additional donors or government funding emerge. Also noted are those activities which, if funding is not secured as per the current Plan, would have a detrimental impact on the programme. These priorities are as follows:

- ECD: enhancing materials, teacher capacity, curriculum and infrastructure;
- Establishing libraries at the primary level with the objective to promote reading;
- Teaching and learning materials development to support the new curriculum;
- Accelerated programme for maths/science teachers at the secondary level that addresses incentives to increase the numbers of available teachers more quickly;
- Policy, planning ICT capacity building in using data at HO, provincial and district levels;
- Upgrading capacity of TVET teachers linked to the strategy and new curriculum: content;
- SAC packages for disadvantaged schools;
- grants to make infrastructure inclusive for those with special needs;
- Expand the existing e-learning programme at the secondary level currently in the plan at 20 schools per annum. This would include national software development, installing software/hardware in schools and training teachers; and
- Systems: procurement capacity enhancement.

Basic school construction and rehabilitation remains a concern: in the event that capital funds are not released from the Treasury, it is hoped that other sources of funds would become available.

### 3.5 Cost and financing of the EMTP Operational Plan

This section presents expected expenditure and resources from public sources (domestic and external). This analysis does not include private sources of financing, mainly fees and levies paid by parents directly to schools, which will play a substantial role in achieving the goals of the EMTP-OP.

#### 3.5.1 Estimated costs

The estimated costs of the activities in the OP which have committed financing, either through the MOESAC and MOLSS (BEAM) budgets for 2013, or external financing plans (ETF II, GPE, DFID, WASH fund and others), are set out in Table 10 below.

Table 11: EMTP OP estimated expenditure in US\$ m, current prices

	2012	2013	2014	2015	2013-2015
	Revised Budget <sup>1</sup>	Estimate	Estimate	Estimate	Estimate
Personnel	686	733	787	850	2371
Other current	75	101	117	146	363
Operational Objective 1		4	7	10	21
Operational Objective 2		8	3	2	14
Operational Objective 3		17	42	63	123
Operational Objective 4		3	3	4	11
Operational Objective 5		11	11	12	34
Operational Objective 6		52	44	49	146
Operational Objective 7		4	5	6	15
Capital	3	28	59	73	161
Operational Objective 3		27	58	71	156
Operational Objective 5		1	1	1	3
Operational Objective 7		0	1	1	2
<b>Total</b>	<b>764</b>	<b>862</b>	<b>963</b>	<b>1069</b>	<b>2895</b>
<i>Total Operational Objectives</i>	<i>78</i>	<i>129</i>	<i>176</i>	<i>219</i>	<i>523.7</i>

Notes: (1) Where possible actual expenditure or release figures have been used instead of revised estimates. When a comprehensive set of expenditure figures for 2012 are available, it is likely that the \$75m estimated for other current costs will fall by at least \$10m.

Total estimated spending under the Operational Objectives (excluding personnel costs) over the plan period 2013-2015 is US\$523.7m. Of this, 69% are other current costs, leaving 31% for capital costs. There is a particularly sharp increase in estimated capital spending levels from 2013 onwards compared with the base year 2012. This is based on the planned MOESAC funded capital programme.

On a per student basis, estimated expenditure for the Operational Objectives (excluding personnel costs) rises from \$20 in 2012 to \$53 per student by 2015 (Table 11). The underlying enrolment figures have been projected using a simple simulation model (more details on the model are in the final sub-section below).

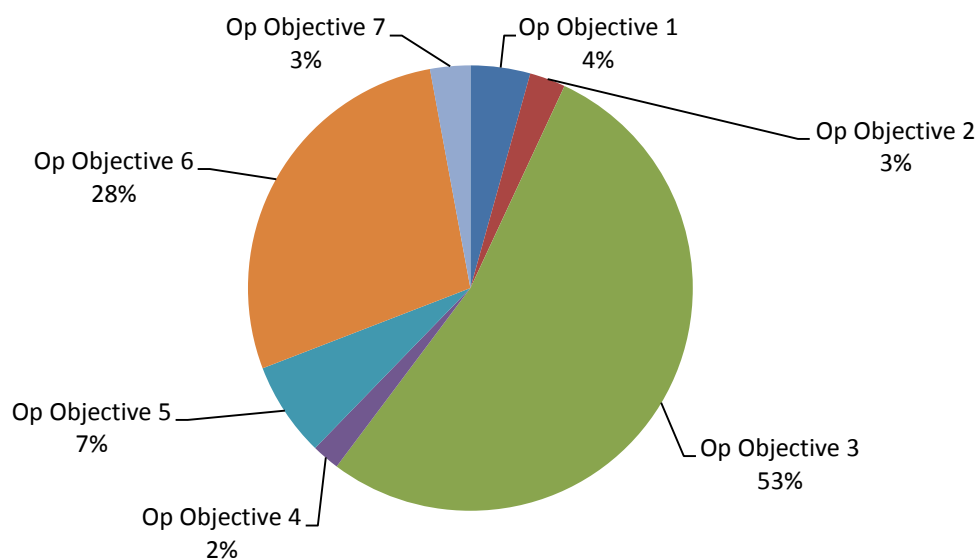
Looking at the balance of spending across Operational Objectives, it is clear from Figure 27 that Operational Objective 3 (improving conditions of learning) and Operational Objective 6 (strengthening support to learners with greatest needs) dominate spending. Taking together spending designed to meet these two objectives accounts for 81% of the total.

Table 12: Per student EMTP OP estimated expenditure in US\$, current prices

	2012	2013	2014	2015
	Revised Budget	Estimate	Estimate	Estimate
Personnel	173	183	194	205
Other current	19	25	29	35
Operational Objective 1		1	2	2
Operational Objective 2		2	1	1
Operational Objective 3		4	10	15
Operational Objective 4		1	1	1
Operational Objective 5		3	3	3
Operational Objective 6		13	11	12
Operational Objective 7		1	1	1
Capital	1	7	15	18
Operational Objective 3		7	14	17
Operational Objective 5		0	0	0
Total	193	215	237	258
Total Operational Objectives	20	32	43	53

Notes: (1) Where possible actual expenditure or release figures have been used instead of revised estimates. When a comprehensive set of expenditure figures for 2012 are available, it is likely that the \$75m estimated for other current costs will fall by at least \$10m.

Figure 28: Proportion of EMTP OP estimated expenditure 2013-2015 by Operational Objective (excluding personnel costs) (%)



### 3.5.2 Estimated resources

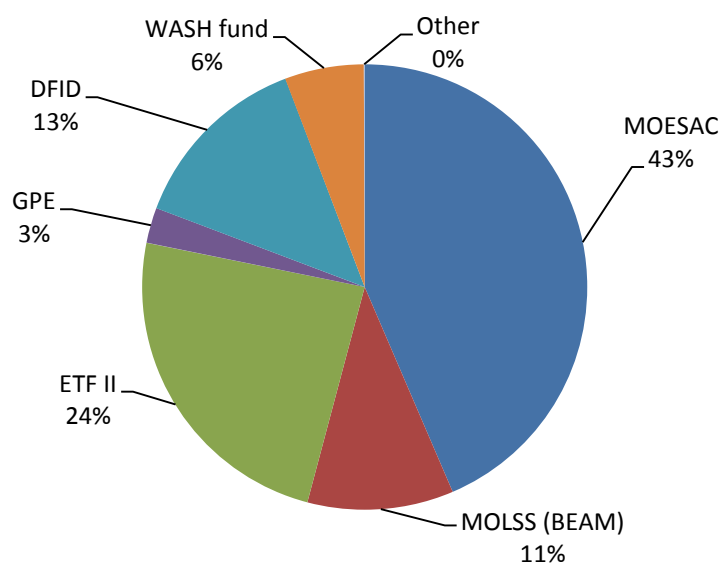
More than half of the estimated resources currently committed to fund the EMTP OP Objectives will come from the government budget (MOESAC, and MOLSS to fund BEAM) over the three years (see Table 12 and Figure 28). ETF II is the next largest contributor accounting for about one-quarter of the resource envelope. Other external financing will come from GPE, DFID (outside the ETF II contribution which provides funds for NGOs to deliver education programmes, and also contributes to BEAM), WASH fund, and other external sources.

Table 13: Estimated resources to fund the EMTP OP Objectives (excluding personnel) based on current commitments in US\$ m, current prices

Source	2012 Revised Budget <sup>1</sup>	2013 Estimate	2014 Estimate	2015 Estimate	2013-2015 Estimate
MOESAC	27	45	81	102	228
MOLSS (BEAM)	16	15	18	22	55
ETF II	19	27	41	57	126
GPE	0	0	6	8	14
DFID	16	31	19	19	70
WASH fund	n.a.	10	10	10	30
Other	1	0.3	0.0	0.0	0.3
<b>Total</b>	<b>78</b>	<b>129</b>	<b>176</b>	<b>219</b>	<b>523</b>

Note: (1) Where possible actual expenditure or release figures have been used instead of revised estimates. When a comprehensive set of expenditure figures for 2012 are available, it is likely that the \$75m estimated for other current costs will fall by at least \$10m. (2) The GPE grant is US\$23.6m in total over 3 years 2014 to 2016. Only the 2014 and 2015 estimates are shown here.

Figure 29: Proportion of resources committed to fund the EMTP OP Objectives (excluding personnel) 2013-15 by source (%)



As set out above, the GPE is expected to contribute funds to the EMTP-OP in 2014 and in 2015. These resources will contribute to strengthening teacher development and management (operational objective 1)

and to strengthening system and school governance, monitoring and management (operational objective 5). GPE support will continue into 2016, beyond the period of the EMTP. Table X sets out projected GPE funding for the three years 2014-2016.

Table X: Projected GPE funding 2014 to 2016 in US\$m

EMTP_OP Objective	2014	2015	2016	2014-2016
Op Objective 1	4.0	6.1	7.7	17.8
Op Objective 5	2.1	1.6	1.1	4.8
<b>Total</b>	<b>6.0</b>	<b>7.7</b>	<b>8.8</b>	<b>22.6</b>

Note: These estimates exclude the overhead costs of the supervising entity.

### 3.5.3 Key risks to the implementation of the planned EMTP OP

#### Low budget execution rates

The estimated EMTP OP expenditure and resources tables above are based on planned budgets available at the beginning of 2013. There is a risk that planned budgets will not be fully executed, and in the case of external financing some of the pledged funds may not materialise. Some of the key implications for the implementation of the OP are set out below.

MOESAC budget execution rates for the non-personnel budget (other current and capital costs) have worsened in recent years, as Table 13 shows. This poses a particular large risk for the **planned capital spending** under Operational Objective 3 (improving learning conditions in schools) which amounts to \$125m over 3 years (one-quarter of the total estimated costs for the OP Objectives). On the basis of average capital budget performance in the past 2 years, only 16% or \$20 million would be spent, and new construction and rehabilitation activities vastly scaled back.

Table 14: MOESAC budget execution rates (%)

	2010	2011	2012
	Actual/budget	Actual/budget	Revised/budget <sup>1</sup>
Other current costs	80%	48%	52%
Capital costs	54%	13%	19%

Note: (1) These execution rates are based on the revised budget estimates. The actual budget execution rates will be much lower. The revised capital budget was \$6m in 2012, but a maximum of 3.1m was actually released to the MOESAC by the end of December 2012. This gives an actual capital budget execution rate of 10%.

ETF II is expected to contribute \$126m to programmes under the OP Objectives over the 3 years. As of now, approximately 75% is backed by either a signed or pledged commitment from development partners. This leaves a shortfall of 25% (over US\$30m) to be found before 2015. There are already some early



stage discussions underway regarding potential sources of funds to cover this shortfall. The budget execution rate for the ETF II fund in 2012 was approximately 53%<sup>21</sup>.

In the event that a significant proportion of pledged commitments do not materialise, the intervention which is at greatest risk of underfunding is the **school grants programme**, under Operational Objective 3 (improving learning conditions in schools). This might mean that the roll-out of the programme takes longer than currently planned. Some of the **support planned for improving access to lower secondary education** under Operational Objective 6 (supporting learners with greatest needs) may also be at risk.

The MOLSS budget is used to support the **secondary education component of BEAM**. In 2010 and 2011 the budget execution rate for this programme was 69% and 81% respectively. In 2012, budget performance worsened such that only 31% of the original budget had been released by September, 9 months into the financial year. There is a clear risk that if these trends continue, that either the beneficiary targets planned for 2013-2015 will not be reached or that the amount allocated to schools per beneficiary will be reduced.

External financing has been the main source of support for the **primary BEAM programme**. Some \$16.7m was spent on the programme in 2012 covering approximately 670,000 beneficiaries (MOLSS PMU). Currently \$12m has been committed to this programme for 2013 to cover the first two terms, additional funding will be required to cover the full year costs of the programme, and 2014-15 needs.

### **Constraints in absorptive capacity**

One reason for poor budget execution rates is that budgeted funds are simply not released by the funding source to enable activities to take place. This largely explains the low MOESAC budget execution rates in the past few years. Releases have been low because of underperformance of government revenue collection.

Another potential reason for low budget execution rates is absorptive capacity constraints. This may partly explain the low budget execution rate of ETF II funded activities in 2012, and may become more of a factor for the MOESAC's budget if it is scaled up as envisaged over the plan period. The sheer scale of the planned increase in MOESAC capital spending over the next 3 years raises the question of whether the current procurement system can handle such accelerated volumes in the planned time frame.

The ETF II funded programme is complex, with a large number of distinct activities, as the programme mapping matrix in Annex 4 makes clear. Scaling up such a complex programme over the next 3 years will strain many of the core planning, procurement and management systems. To ensure feasibility and to sequence activities appropriately, detailed implementation planning of the entire EMTP OP (not just ETF II funded activities) will be needed. This must take account of the impact of all of the key activities on the existing systems.

### **3.5.4 Financial simulation model**

A simple financial simulation model underpins the projected expenditure, and resources, presented above. There are significant gaps in the information required to drive the model (see Annex 5 for details), and so the resulting outputs should be treated as approximate at this stage. The model comprises four interlinked components: (i) enrolment projections; (ii) teacher and classroom need projections; (iii) expenditure

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<sup>21</sup> The ETF II budget for 2012 was US\$27.3m plus US\$7.7m (left over from ETF I for textbooks), making a total of US\$35m. Funds committed by Dec 2012 were US\$18.5m. This gives an execution rate of 53%.

projections; and (iv) resource projections. The model projects over two 3 year periods: 2013-2015, and 2014-16, and uses 2012 as a baseline. The summary results presented here relate to the 2013-15 period of the OP, and assume a level of activity that is possible if the planned funding for the EMTP OP materialises (this is labelled the 'EMTP OP planned funding scenario'). Under this scenario, the projections for enrolment, teacher and classroom needs are:

- **Enrolment:** Primary enrolment increases by 1.7% over the 3 year period, up from 2.66m in 2012 to 2.71m by 2015. Secondary enrolment increases by 13.7% over the 3 year period, up from 937,000 in 2012 to 1.06m by 2015. ECD enrolment increases from 353,000 to 365,000.
- **Teacher needs:** The stock of teachers (the number of teachers in schools) rises by: 1,256 primary teachers (from 73,160 in 2012 to 74,418 by 2015), 5,635 secondary teachers (from 41,272 in 2012 to 46,907 in 2015) and 359 ECD teachers (up from 10,756 to 11,115 by 2015). Taking account of annual attrition of teachers due to retirement and other reasons, approximately 12,200 new primary teachers, 12,100 new secondary teachers, and 1,900 new ECD teachers need to be in place by 2015<sup>22</sup>.
- **Classroom needs:** The stock of classrooms rises by: 991 primary classrooms (from 57,051 in 2012 to 58,032 in 2015), 728 secondary classrooms (from 23,662 to 24,390 in 2015), and 154 ECD classrooms (from 4,613 to 4,767).

The projected expenditure and resources under this EMTP-OP planned funding scenario are the estimates in Tables 10 and 12 above. More details, including the underlying assumptions and implications for key input ratios are in Annex 5. This annex also examines the implications for key input ratios of the budget execution, and absorptive capacity, risks discussed above.

## 3.6 Implementation and Coordination

*The exercise of preparing the OP has demonstrated a strong need to improve coordination, data collection and monitoring, and planning among the MOESAC units and development partners.* The OP proposes a new joint review and planning mechanism for the broader education sector to (i) ensure full involvement of the relevant MOESAC, provincial, and district officials in annual planning and monitoring; (ii) avoid duplication of interventions and investments; and (iii) target interventions on an annual basis through a rolling Joint Annual Work Plan and Budget to ensure meeting the EMTP-OP objectives.

### 3.6.1 EMTP Operational Plan Steering Committee<sup>23</sup>

*The EMTP-OP implementation and monitoring should be guided by a dedicated EMTP-OP Steering Committee (EMTP-OPSC) comprised of MOESAC directors and all funding partners in the education sector,* which should reside under and report on a regular basis to the ECG chaired by the Minister of Education. The EMTP-OPSC should meet on a quarterly basis to review all aspects of the

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<sup>22</sup> This does not take into consideration the proportion of temporary and unqualified teachers currently deployed in the system.

<sup>23</sup> This governance framework will need to be fully assessed by the ECG to take into consideration the various frameworks already in place for monitoring and implementation of the different funds, e.g.: the ETF Steering Committee and Implementation Group, the proposed GPE implementation arrangements, etc. It needs to provide a broader M&E Framework or umbrella that maximizes the MOESAC's involvement in planning, monitoring and implementation.

implementation of the EMTP-OP. One meeting would include a proposed Joint Annual Review (JAR) described below.

A Results Framework for the EMTP-OP is presented in Section X, which articulates the expected outcome, intermediate and programme (output) indicators and targets for each year. The indicator system should assist in providing clear and unambiguous feedback to stakeholders through periodic reporting.

The EMTP-OP monitoring system will require the following to assess performance:

**a) A holistic and comprehensive approach to monitoring the status of implementation of individual programmes in relation to the broader EMTP-OP targets**

The results framework (see Section 4) helps ensure that policy makers and decision makers, as well as managers of implementing agencies and other stakeholders at all levels, will be informed about the issues, challenges, successes and progress of individual programmes towards the implementation of the OP. This will enable a broader range of stakeholders to contribute towards the design and implementation of individual programmes.

**b) Broad-based support across the Ministry and partners for interventions to achieve objectives**

The results framework clearly articulates the relationship between the contributions (outputs) of individual programmes towards the overall development of the education system in Zimbabwe (outcomes). By reviewing the aggregate contributions of the programmes towards outcomes on a regular basis, it provides an opportunity for making adjustments – jointly decided – on the use of funds to ensure successful implementation of the EMTP-OP.

**c) Responsiveness to problem areas, key issues, critical concerns and changing priorities**

Within the monitoring process, there should be provision for special and possibly unforeseen policy directions which may need particular monitoring. The tracking of all levels of indicators (Outcome, Intermediate and Output) will provide an early warning of unexpected changes in circumstances and through the EMPT Steering Committee, provide a platform for formulation of an adequate response.

**d) Flexibility in order to identify and address needs not presently addressed in the OP**

Regular revision of the EMTP-OP monitoring framework and reporting against programme and outcome indicators and targets should help to identify and inform design of new programmes which may be able to address gaps in the overall strategy. Arguments for additional funding can then be more easily made based upon the weight of empirical evidence.

**f) Ministry in the lead**

Indicators and targets have been selected for which information can be derived from existing or planned systems, processes or activities such as surveys. If any additional systems are required for monitoring the OP, consideration should be given to institutionalising the systems within MOESAC and ensuring provision in recurrent budgets.

**Reporting:** As mentioned above, the OP Steering Committee would hold quarterly meetings to assess progress against annual and overall OP targets. They would aggregate the findings into three quarterly and one annual report. The Annual Report will be underpinned by a Joint Annual Review mechanism.

### **3.6.2 Joint Annual Review**

***The process of accountability, to which the MOESAC is committed, mandates that there should be a Joint Annual Review (JAR) of the EMTP-OP overseen by the OPSC above.*** In addition to an annual review, a final review should be undertaken within two months of the conclusion of the EMTP-OP and should inform the final design of the proposed Education Sector Plan 2016-2020 (refer programmes 5.21) and make recommendations on the impact and sustainability of initiatives.

The reviews should be conducted by MOESAC and by its internal and external development partners. The purpose of each review process will be to ensure that there are effective returns on the investments being made in the EMTP-OP interventions and on each of the programmes to which MOESAC and partners have committed. This will help ensure that the intended beneficiaries (children, students, teachers and all other stakeholders) are indeed benefiting. In addition, where possible, each the review should give an external and expert evaluation making recommendations to ensure that the plan has the greatest likelihood of success throughout its lifespan.

The JAR will be scheduled to complement the budgetary cycle so that informed decisions can be taken prior to budget preparation including all government and external resources. This will inform an aggregated Annual Work Plan and Budget to be done each year during the national budget preparation process. It is expected that the JAR will reduce the need for individual development partners to request separate reviews. The review will cover whole EMTP-OP and partners should therefore be prepared to present required information on the progress of each programme. Using correct methodology, continuous internal monitoring and evaluation should take place throughout all programmes.

The JAR will cover all aspects of the sector investments and achievements, including the EMTP, the EMTP-OP and annual educational development planning and planning of other partner projects and sub-programmes.

The JAR will develop an annual monitoring and evaluation report concerning the EMTP-OP and its progress towards targets, challenges and recommendations for change. The report should contain recommendations based upon analysis of the data, the present political and funding situation, interviews with stakeholders involved with the project at all levels of government and other criteria relevant to the implementation of each component and activity. The report should be presented before the EMTP OPSC which should in turn report findings to the ESG task force comprised of representatives from the donor community, the Permanent Secretary, Minister of Education and senior Principal Directors (PD) and Directors from each department.

### 3.7 Risks

Overall the risks to implementing this Operational Plan are substantial. As described in Section 3.5.3 above, further changes in economic growth rates and the fiscal situation could result in increased pressure on the non-salary budget for quality and capital improvements, and absorptive capacity in the MOESAC could remain low. Donor relations continue to be hampered by ‘targeted sanctions’ and concerns regarding implementation capacity, fiduciary risks, sector governance structures and information flows. As a result funds do not flow through the MOESAC for programme development and implementation which lead to a risk that programmes will not effectively build and utilize education officials’ skills or become sustainable.

A summary of the risks is in the table below.

Table 15: Risk Assessment Framework

<b>Risk Category</b>	<b>Risk Rating</b>	<b>Risk Description</b>	<b>Proposed Mitigation Measures</b>
Economic and Financial Risk	Substantial	Continued slow growth  Budget execution  Absorptive capacity  Availability of donor funding	The primary mitigation measure has been including education releases and expenditure in the IMF Staff Monitoring Program, which obligates the MOF to ensure education expenditure remains at appropriate levels to help improve sector implementation and outcomes.  Capacity building efforts are emphasised in the ETF and GPE  Funding is committed through the period of the OP
Political Risks	Medium  Substantial	Uncertainty of election outcomes  Tensions around curriculum development	The Cabinet under the Global Political Agreement has demonstrated commitment to education through the approval of the EMTP and other consensus building agreements. Furthermore, the GOZ has committed to improving education expenditure by making education a key indicator in the IMF SMP (above). The benefits of a positive outcome will be significant: the IMF and World Bank would move to clear arrears, other donors might be able to engage more fully.  The work for the review remains highly technical and focused on competencies. The Working Group is deemed to be balanced. Considerable Technical Assistance and support by international experts is expected to reduce tensions

			surrounding content.
Implementati on Risk	Substantial	Capacity for implementation of larger programmes has been eroded over the last several years	<p>The highest risk remains in the hiring freeze imposed on the civil service at the national level.</p> <p>For the MOESAC, there are strong structures in place for most of the activities under the OP. The MOESAC is in the process of reinvigorating these structures and filling a percentage of the existing vacancies.</p> <p>Monitoring and increased use of data have improved over the last three years and will continue to be strengthened.</p>
<b>Overall Risk</b>	Substantial		

Great progress has been made in the last three years in the education system in Zimbabwe since the peak of the economic crisis. Relationships with funding partners are stronger; the investments appear to be having a significant impact on bringing schools back to life. Successful elections in 2013 could bring about changes with respect to how donors and development partners interact with Zimbabwe and MOESAC, and there could be a significant shift towards working from within the Government’s systems. All of this would serve the education system and children of Zimbabwe well, to regain its position as a strong, vibrant and forward-looking system.

#### 4 Results Framework (Outcome and Intermediate indicators only – see Annex 4 for Programme Output Indicators)

**Overall Objective:** To revitalize the provision of relevant, quality, inclusive and holistic education, sport, arts and culture for all Zimbabwean children to foster Ubuntu, competitiveness, productivity and self-reliance

#### Outcome

Indicator	Baseline	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
8 percentage point increase in the survival rate for Primary education by 2015 by gender	<b>2012:</b> 69.6% (Male: 69.9% Female:69.2%)	71.6%	74.6%	77.6%	MOESAC Planning Department MOESAC EMIS Annual	Percentage of a cohort of pupils enrolled in the first grade of primary education in a given school year who are expected to complete this level of education.
Examination pass rates at Grade 7 (i) and O Level (ii) by gender	(i) <b>2012</b> Grade 7 49.6% (Male 46.7%, Female 56.4%)  ii) <b>2011</b> 22.1% (Male 23.9, Female 20.3)	(i) 51.6% (ii) 23.1%	(i) 53.6% (ii) 24.1%	(i) 56.6% (ii) 26.1%	MOESAC Primary and Secondary Departments Annual	Using the MOESAC calculation of pass rate 1) Grade 7 pass defined as % of candidates obtaining a total of 4 to 24 units from all subjects 2) O Level pass defined as % of candidates who passed 'O' Level by 5 or more subjects 3) A Level pass defined as % of candidates passing 2 or more subjects

Indicator	Baseline	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
The percentage of students achieving at or above the appropriate band for the age of a typical Grade 3 pupil in Zimbabwe	2012: Establishing baseline % of students achieving at or above the appropriate band	2 % increase from baseline of students achieving at or above the appropriate band for the age of a typical Grade 3 pupil in Zimbabwe	5 % increase from baseline of students achieving at or above the appropriate band for the age of a typical Grade 3 pupil in Zimbabwe	15 % increase from baseline of students achieving at or above the appropriate band for the age of a typical Grade 3 pupil in Zimbabwe	ZELA  Annually, collected in March. Data available by October each year.	The appropriate band will include a set of descriptions of what students located at various points along the literacy scale would typically be able to do. "Being at a level" means a student would be expected to get at least half of the items correct in a hypothetical test composed of questions spread uniformly across that level.
Transition rates 1) primary to secondary 2) Form 4 to 5	<b>2012:</b> 1) 76.9% (Female 78.4%, Male 75.4%),  2) 19.0% (Female 17.7%, Male 20.2%)	1) 78.6%  2) 20.0%	1) 80.6%  2) 21.0%	1) 83.6%  2) 23.0%	MOESAC Planning Department MOESAC EMIS Annual	The number of pupils (or students) admitted to the first grade of a higher level of education in a given year, expressed as a percentage of the number of pupils (or students) enrolled in the final grade of the lower level of education in the previous year
Average GPI for secondary enrolment in the 20 worst districts <sup>24</sup>	<b>2012</b> 0.86	0.87	0.88	0.90	MOESAC Planning Department MOESAC EMIS Annual	Gender Parity Index (GPI) is calculated as the quotient of the number of females enrolled in secondary education by the number of males enrolled in secondary education.

<sup>24</sup> This indicator may be able to be replaced by GPI GER when district level population data by age and gender is available from the 2012 population census (ZimSTAT). Presently the GPI enrolment for the 20 worst districts are: Rushinga 0.90, Murehwa 0.90, Mutare 0.90, Buhera 0.89, Guruve 0.89, Muzarabani 0.89, Makonde 0.88, Bikita 0.88, Mudzi 0.88, Shamva 0.88, Mazowe 0.87, Makoni 0.85, UMP 0.84, Hurungwe 0.83, Kariba 0.82, North Central 0.79, Mbire 0.79, Nyanga 0.78, Zvimba 0.76, Umzingwane 0.76.



**Intermediate Indicators**

Operational Objective	Indicator	December 2012 (Baseline)	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
Operational Objective 1: Strengthen teacher development and management	% teachers having reached minimum standards	Data not available Teacher minimum standards are being developed	Systems established	Baseline established	% increase over the baseline  Note (% increase on previous year)	MOESAC HR Department TDIS Annual	The percentage of teachers having reached minimum standards as a proportion of the total number of teachers
Operational Objective 2: Improve learning quality and relevance	Curriculum fully developed and piloted to meet current and future learning needs by 2015	NA	Curriculum reviewed	Curriculum developed	Syllabi developed and tested	MOESAC Planning Department MOESAC EMIS Textbook distribution ETF II	The curriculum must be fully developed, piloted, reviewed and approved
Operational Objective 3: Improve conditions of learning in schools	% schools meeting basic criteria for i) toilets, ii) water, iii) classrooms	<b>2012</b> i) ii) iii)	i) ii) iii)	i) ii) iii)	i) ii) iii)	MOESAC Planning Department MOESAC EMIS Annual	The percentage of schools meeting minimum standards for i) toilets ii) water and iii) Classrooms as a percentage of all schools <sup>25</sup> .

<sup>25</sup> Minimum standards are i) Pupil to Toilet ratios are 1:20 for boys and 1:25 for girls ii) access to sufficient clean water less than 500 meters from the school. Access to rivers and streams is not considered clean water iii) pupil to classroom ratios are 1:30 for primary schools and 1:20 for secondary schools.

Operational Objective	Indicator	December 2012 (Baseline)	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
	Number of schools receiving school grant in accordance with their School Development Plans	0	132	3470	6940	Ministry Financial Systems (enhanced under grants) continuous	The number of schools having received a school grant which reflects their school development plans in a given year.
Operational Objective 4: Improve Education Service Quality through improved supervision	% of teachers who have been supervised annually	2012 11.25%	15%	30%	50%	MOESAC HR Department TDIS (active in 2014)	The percentage of teachers who have been supervised as evidenced by a supervision report as a proportion of the total number of teachers.
Operational Objective 5: Strengthen school and system governance and management	Number of provinces having operational plans linked to the EMTP and using EMIS and TDIS data	0 of 10	TDIS, EMIS established at provincial level	3 of 10 provinces	10 of 10 provinces	Provincial DEO Provincial Planning Department MOESAC Planning Department Annual	The number of provinces generating an operational plan which links to the EMTP and uses empirical data derived from systems such as EMIS and TDIS to justify planning decisions, programmes and policies.

Operational Objective	Indicator	December 2012 (Baseline)	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
	Number of schools having a valid School Development Plan	0	132	3470	6940	MOESAC Financial Department MOESAC Planning Department Provincial Financial Department Provincial Planning Department	The number of schools having a valid school development plan as assessed by the district and provincial planning departments as a percentage of the total number of schools in Zimbabwe
Operational Objective 6: Strengthen support to those learners with greatest need	Number of disadvantaged pupils supported with access to education (and gender parity)	BEAM and CAMFED 2011: Female: 410,434 Male: 383,112 GPI: 1.07	Male 530,000, Female 550,000 GPI 1.03	Male 540,000, Female 564,000 GPI 1.04	Male 556,000, Female 580,000 GPI 1.04	MOESAC School census MoLSS (BEAM) records CAMFED MOESAC Financial Department Annual	The number of disadvantaged pupils studying at any level of the education system given funds either directly or via the institution to assist with their study.

Operational Objective	Indicator	December 2012 (Baseline)	December 2013 (end of year 1)	December 2014 (end of year 2)	December 2015 (end of year 3)	Data source, periodicity, & data collection agency	Indicator description/definition
Operational Objective 7: Strengthen Sport, Arts and Culture	SAC integrated into revised curriculum by 2015	NA	Curriculum reviewed	Curriculum developed	Syllabi developed and tested	MOESAC SAC Department MOESAC Planning Department MOESAC EMIS Textbook distribution ETF II	The revised curriculum be integrated with the needs of SAC and be fully developed, piloted, reviewed and approved