



**VALUE FOR MONEY REPORT**

**of the**

**Auditor-General**

**on the**

**REGISTRATION, SUPERVISION AND MONITORING OF SCHOOLS AND  
INDEPENDENT COLLEGES**

**By**

**MINISTRY OF PRIMARY AND SECONDARY EDUCATION**

**Presented to Parliament of Zimbabwe**

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**MINISTRY OF PRIMARY AND SECONDARY EDUCATION**



Office of the Auditor- General  
48 George Silundika Avenue  
Cnr. Fourth Street,  
Harare, Zimbabwe

The Hon. K. Mathema  
Minister of Primary and Secondary Education  
Makombe Building  
Corner Leopold Takawira & Herbert Chitepo Avenue  
Harare

Dear Sir

I hereby submit my Value for Money Audit Report on the Registration, Supervision and Monitoring of Schools and Independent Colleges by Ministry of Primary and Secondary Education in terms of Section 11 of the Audit Office Act [*Chapter 22:18*].

Yours faithfully,

M. Chiri (Mrs)  
**AUDITOR-GENERAL**

Harare  
July 15, 2020



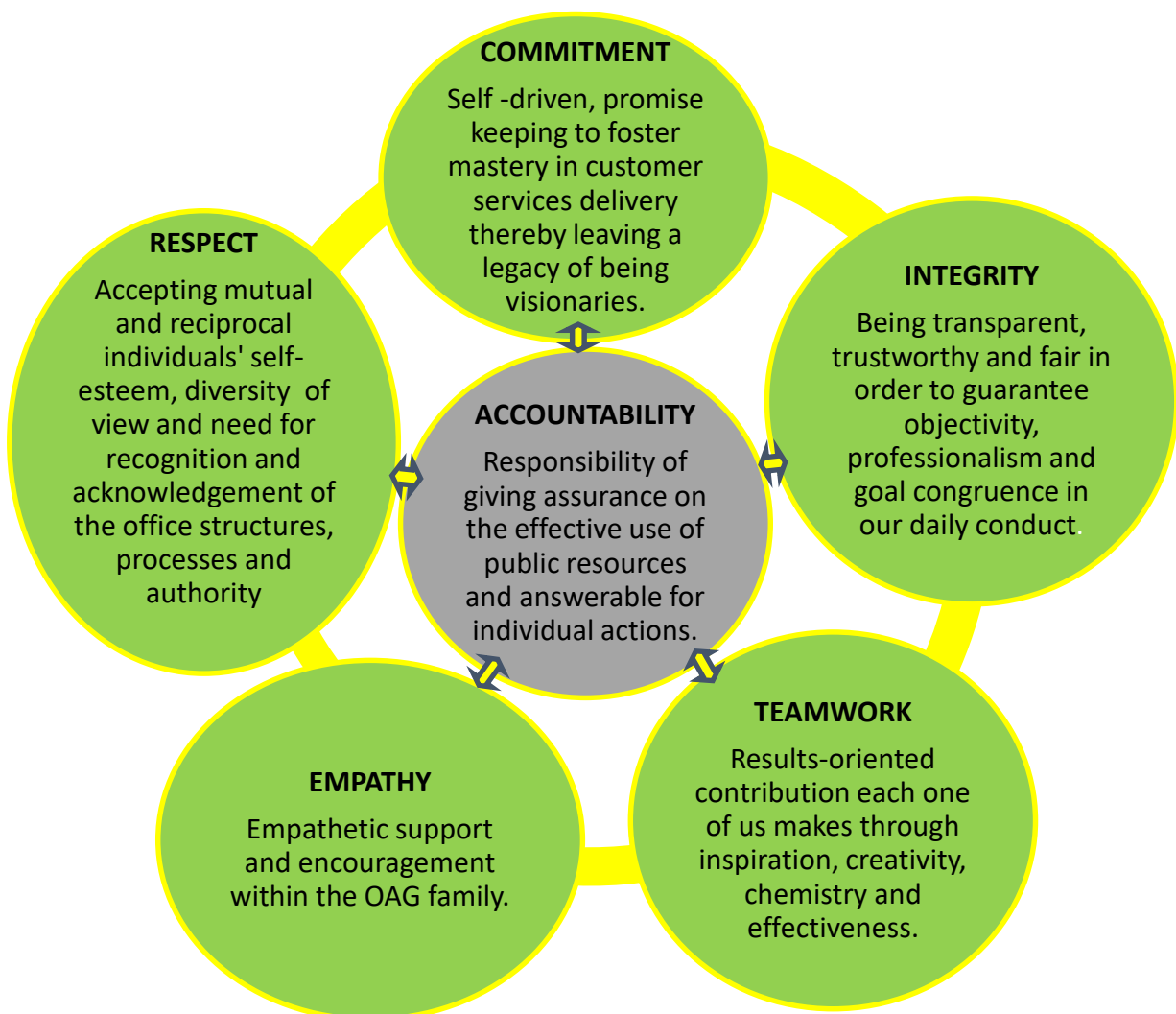
## OAG VISION

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## OAG VALUES



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## **ABBREVIATIONS AND ACRONYMS**

'A' Level	Advanced Level
BED	Bachelor of Education Degree
Dip Ed Sec	Diploma in Education Secondary
DSI	District Schools Inspector
ECD	Early Childhood Development
FRS	Family and Religious Studies
ICT	Information Communication Technology
MoPSE	Ministry of Primary and Secondary Education
'O' Level	Ordinary Level
Pry	Primary School
RA	Responsible Authority
SDC	School Development Committee
Sec	Secondary School
SI	Schools Inspector
SNAO	Swedish National Audit Office
Zimsec	Zimbabwe School Examinations Council

## **GLOSSARY OF TERMS**

Competency Based Curriculum	the new curriculum introduced by the Ministry of Primary and Secondary Education in year 2015 which provides learners with opportunities to develop their individual talents and pursue pathways of their choice, promotes genuine acquisition of skills and knowledge and also encourages innovations and entrepreneurial skills.
Pre-school	means an institution which provides for early childhood education and care, physical, mental and social development of children who are below school going age
Responsible Authority	the person, body or organisation responsible for the establishment and management of the school.
School Education	means primary or secondary education for children comprising a complete range of suitable full-time instruction and activities, having regard to the age
School	means a pre-school, primary school or secondary school.

## EXECUTIVE SUMMARY

The performance audit was carried out in order to assess the extent to which the Ministry of Primary and Secondary Education (MoPSE) was registering, monitoring and supervising schools and independent colleges to ensure that there is quality education and also to proffer audit recommendations for improvement, where necessary. The assessment was prompted by public outcry on the sprouting of unregistered schools and the quality of education offered in the country. Also Sustainable Development Goal (SDG) 4 implores the Government to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

The Ministry of Primary and Secondary Education (MoPSE) is responsible for primary and secondary education. It is governed by the Education Act [*Chapter25:04*] and Section 19 (2) (d) of the Constitution of Zimbabwe which provides that the State must adopt reasonable policies and measures to ensure that children have access to appropriate education and training. The MoPSE is decentralised in 10 provinces and 72 education districts.

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs) with interviews, documentary reviews and inspections being used as data collection methods. Documentary review, interviews and physical inspections were done in Harare, Manicaland, Mashonaland West, Masvingo, Midlands, Bulawayo and Mashonaland West Province. A sample was drawn from all types of schools be it run by Government, Local Authorities, Church, Trustees, Private and Independent Colleges.

### Findings

The assessment on how the Ministry of Primary and Secondary Education was registering, supervising and monitoring schools and independent colleges revealed some weaknesses and below are the highlights of the audit findings. The details are in Chapter 3 of this report.

- 1 I noted that there were delays by the Ministry in processing of the applications for registration, re-registration and establishment of schools and independent colleges, contrary to set limits. As a result of these delays, there was sprouting of unregistered schools and colleges operating from unsuitable premises such as backyards and garages.
- 2 MoPSE was not properly registering schools and independent colleges and as a result some were registered without suitable premises. There was also lack of coordination between the MoPSE and the Local Authorities on the issuance of licenses as some independent colleges and ECD centres commenced operations on the basis of a health certificate and/or a Local Authority license without obtaining a registration certificate from MoPSE.



- 3 Due to the absence of monitoring mechanisms, I noted that some institutions were registered as secondary schools but went on to enroll learners for both ECD and primary school level without applying for another registration certificate as stipulated in the regulations. The recruitment of grade ones by ECD registered institutions did not comply with regulations for running primary school services in terms of space, classrooms and enrolment. The situation could be rampant throughout the country.
- 4 Registered colleges were not timeously paying both annual registration and guarantee fees, contrary to section 5 (2) (b) of Statutory Instrument 371 of 1998 which states that fees are supposed to be paid not later than the 1<sup>st</sup> of January of every year. There was no evidence of the efforts made by the Ministry to collect these debts and/or to de-register the defaulting colleges. These moneys are meant to help the Ministry to monitor the schools and protect the pupils, but the Ministry did not appear to be enforcing this. Some colleges were failing to pay the annual fees because they had few students.
- 5 According to the Ministry's internal policy, each school should be visited at least once every year for institutional assessment. However, from a sample of school files that I reviewed, there was no evidence to show that inspectors were carrying out these annual visits. From all the six districts that I visited, I noted that the school inspectors did not have adequate vehicles. Most districts had only one vehicle whilst others did not have any. The Ministry is compromising the education of children enrolled at schools and colleges as they do not do inspections to ensure that quality services are offered.
- 6 I also noted that there was a shortage of school inspectors and this affected the monitoring and supervision of schools by the Ministry. In some districts, I learnt that the District School Inspectors were hiring the services of some of the headmasters in the respective districts to compliment the number of inspectors. In addition, the quality of subject teacher supervision or inspection by school inspectors in secondary schools was compromised because inspectors were supervising subjects that they did not specialise in. I also noted another scenario whereby primary school trained inspectors were inspecting secondary schools and vice versa thereby negatively affecting the quality of inspections.
- 7 The Ministry's Circular Number 9 of 2012 spells out the teacher to pupil ratios that schools should comply with. However, I observed that the enrolment figures in most Government and Local Authority schools that I visited was not in line with the available teachers and infrastructure. This may result in outbreak of diseases as the facilities will be congested. This was caused by the Ministry's delay to construct more schools or approve applications for those establishing schools and independent colleges.
- 8 I observed that some schools and independent colleges were recruiting unqualified or untrained teachers. Also in some secondary schools, teachers were taking on subjects that they did not specialise in and there were also some

misplaced teachers who were qualified to teach at secondary but were teaching at primary schools and vice versa.

## **Recommendations**

It is hoped that the recommendations will result in the improvements on the registration, supervision and monitoring of the same. The issues raised were very material in that they seek to increase the quality of education in the country. I recommend that:

- 1 The MoPSE should devise systems and processes whereby the processing time of applications is reduced from the district to head office to enable finalisation of applications within reasonable times.
- 2 The Ministry needs also to seriously look and address the issue of registration of schools that do not have the suitable and required infrastructure, if the objectives of SDG number 4 of quality education is to be achieved. In addition, there should be liaison between MoPSE and Local Authorities to ensure that health licences for the operation of a school or a college are given on the production of a licence from the MoPSE.
- 3 The Ministry should step up its enforcement efforts through adequate monitoring of schools and colleges to ensure that they abide by the registration requirements.
- 4 The Ministry should enforce the provisions of section 5 (2) (b) of Statutory Instrument 371 of 1998 which states that fees are supposed to be paid not later than the 1<sup>st</sup> of January of every year. Those colleges without the right enrolment figures and are finding it difficult to raise the required fees should join hands with other colleges. The Ministry should agree on payment plans with all the colleges with outstanding debts and or de-register them.
- 5 The Ministry should put in place strategies to ensure that each school or college is inspected at least once every year to check compliance with operational guidelines so that the quality of education is not compromised. While the numbers of inspectors may not be adequate at all times, based on the Results Based Budgeting, the Ministry should devise a strategy to achieve results with the available resources. A clearly defined methodology should be used to select schools or colleges for such inspections. Further, the Ministry should prioritise the allocation of vehicles to the districts for inspections purposes.
- 6 Inspectors should supervise subjects that they specialised in during training at colleges. This will improve the quality of inspections, inspection reports and recommendations proffered. Also the MoPSE should constantly liaise with the Public Service Commission and Ministry of Finance and Economic Development so that it is allowed to fill in vacant posts.

- 7 There is need for the Ministry to construct more schools or timeously approve applications for those establishing schools so that over-enrolments are managed, reduced and all children are afforded the chance for decent education. Also parents need to get value for the money they pay for their children's education.
- 8 The Ministry needs to seriously look at the issue of recruitment of teachers in line with the subjects they specialised in , deployment and subject allocation of teachers, if the quality of education in the country is to be improved and Ministry objectives are to be achieved as stated in the Education Act. Also, computerisation of database of teachers per district may go a long way to help manage this situation of deployment and allocation of subjects.

The Ministry should also come up with monitoring strategies to ensure that qualified teachers are recruited in all schools and independent colleges especially given the fact that the country has a number of unemployed qualified teachers.

# CHAPTER 1

## INTRODUCTION

The audit was carried out in order to make an independent assessment on the registration, supervision and monitoring of schools and independent colleges by the Ministry of Primary and Secondary Education and also to proffer audit recommendations for improvement, where necessary.

### 1.1 Background

The Ministry of Primary and Secondary Education (MoPSE) is responsible for early childhood development, primary and secondary education. It is governed by the Education Act [*Chapter 25:04*] and Section 19(2) (d) of the Constitution of Zimbabwe which states that the state must adopt reasonable policies and measures to ensure that children have access to appropriate education and training. The MoPSE is decentralised in 10 provinces and has 72 education districts.

The education system in the country is mainly divided into pre-school (ECD A and B), primary (grade one up to seven) and secondary education (form one up to form six). The pre-school education has two years (one for ECD A and the other for ECD B), primary school system has seven years (grade one up to seven) and the secondary school system has six years (form one up to six). In Zimbabwe schools are registered with the Ministry of Primary and Secondary Education hence they are known as formal schools. In addition, individuals or business people can also open a school with approval from the MoPSE and these are known as 'colleges' or independent schools that are not formal. These colleges or type of schools have been added to Zimbabwe's education system and are usually located in the heart of the city or residential homes as well as in church buildings.

The Ministry's vision is to be lead provider of inclusive quality education for socio-economic transformation by 2020 and has a mission to provide equitable, quality, inclusive and competence driven, infant, junior and secondary education.

### 1.2 Organisational Structure

The MoPSE is headed by the Accounting Officer. Below her/him are Principal Directors for various divisions and Provincial Education Directors (PED). The Provincial Education Directors are responsible for the operations in their respective provinces. Refer to **Annexure A** for the provincial structure.

### 1.3 Funding

The source of funding for the Ministry is mainly from Ministry of Finance (Treasury). There are however, other funds such as the School Services Fund (SSF) and Independent Colleges Guarantee Fund (ICGF) as well as donations from the Non-Governmental Organisations. Below is a summary of funds received from Treasury and ICGF.

**Table 1: Funding from Treasury**

Year	Budgeted (\$)	Released (\$)
2016	851 319 000	846 132 823
2017	839 730 974	843 328 722
2018	1 030 824 784	1 011 646 239

*Source: Financial Statements for the years*

**Table 2: Income Received Other Sources**

Year	ICGF (\$)	SSF (\$)	Education Materials Development Fund (\$)
2016	275 228	30 669 171	70 549
2017	327 727	30 692 972	92 614
2018	423 096	31 472 106	67 466

*Source: Financial Statements for the years*

### 1.4 Audit Motivation

The audit was motivated by public outcry on the sprouting of unregistered schools, lack of supervision and monitoring of these schools and independent colleges in the country. Also Sustainable Development Goal (SDG) 4 implores the Government to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. According to Flemish Association for Development Cooperation and Technical Assistance (VVOB) - Zimbabwe Education for Development, the political and socio-economic challenges facing Zimbabwe have implications for both the Government and the people.

Also, according to United Nations International Children's Emergency Fund (UNICEF) Zimbabwe, children from disadvantaged backgrounds are marginalised not only in access to and completion of education but also in terms of the quality of education received. Students attending the 10 percent of schools with the best performance in Grade 7 examinations were 40 times more likely to pass the examinations than students attending the 10 per cent of schools with the weakest performance. The top performing primary schools were better funded, had better teacher to pupil ratios and were more likely to have trained teachers. The gap in performance reflects grave inequities among schools and children who attend them.

UNICEF adds that although primary school enrolment figures remain over 90 percent, the quality of education is a major challenge, evidenced by the fact that almost 60 percent of pupils do not pass the examinations that would enable them to proceed to secondary schools.

An official from the Ministry of Primary and Secondary Education also highlighted that, “There is mushrooming of unregistered schools and colleges”. Most of these schools and colleges were not complying with the registration requirements despite the availability of statutory instruments to guide them in terms of registration. (The Newsday of October 21, 2016). The Herald of February 06, 2018 carried an article titled “Close down illegal Private Schools, Chiredzi council urged” in which the Chiredzi District Administrator expressed concern over continued mushrooming of private schools in the town, some of which were using sub-standard facilities such as garages as classrooms. The Progressive Teachers Union (PTUZ) in a statement urged Government to curb what it termed “privatisation of public education” by clamping down on the illegal colleges and private schools. “We are not going to rest until the matter on privatisation of public education has been addressed and a solution found. Imagine there is one school in a three-roomed house where one room is the primary school thus ECD to grade seven, the second room for form one to four and the last an A-level class then a car is the administration block. Also, “there is also a likelihood of opening examination papers to post a high pass rate to attract more students. Comrades our system is under serious threat and the time to act is now,” the Union said.

This is all against the backdrop of article 75 of the Constitution of Zimbabwe which focuses on the right to education. Every citizen and permanent resident of Zimbabwe has a right to a basic State-funded education, including adult basic education and further education, which the State, through reasonable legislative and other measures, must make progressively available and accessible.

The topic is very material as it carries both monetary and social significance in the society. In the 2018 financial year, MoPSE had a budget of \$1 030 824 784 and \$1 011 646 239 was expended. In addition, to be able achieve the Sustainable Development Goal (SDG) 4 and the Government’s vision 2030 of being a mid to upper income economy, there is need for high quality education. The topic was also selected because the state has a responsibility to ensure that quality education is offered in schools and parents are also interested in their children becoming professionals in life after being thoroughly nurtured by their respective schools.

## **1.5 Audit Objective and Scope**

To assess the extent to which the Ministry of Primary and Secondary Education was registering, supervising and monitoring schools and independent colleges to ensure that there is quality education in schools. The audit covered the period January 2016 to March 15, 2019.

## **1.6 Audit Questions**

- 1.6.1 How does the Ministry ensure that all schools and independent colleges are registered and comply with the registration requirements?
- 1.6.2 Does the Ministry process applications for establishment and registration of schools and independent colleges timeously?
- 1.6.3 How does the Ministry ensure that independent colleges pay their annual registration and guarantee fees on time?
- 1.6.4 To what extent does the Ministry supervise and monitor schools and independent colleges to ensure that; updated curricula is being implemented, schools employ trained teachers, there is no over enrolment and that there are adequate facilities.
  - 1.6.4.1 How are the schools and independent colleges selected for inspection?
  - 1.6.4.2 Do they follow up on recommendations made?
  - 1.6.4.3 What type of inspections are done?
  - 1.6.4.4 How qualified are the school inspectors?
- 1.6.5 What mechanisms does MoPSE have to ensure that adequate transport and school inspectors are available to carry out the monitoring and supervision of schools and independent colleges.

The audit criteria for the questions are presented in Chapter 2 and at the beginning of each section in Chapter 3.

## **1.7 Audit Methodology**

I conducted the audit in accordance with International Standards of Supreme Audit Institutions (ISSAIs). Interviews, documentary reviews and inspections were used as data collection methods.

Interviews were done with key officers in the Ministry as well as headmasters of schools, principals of independent colleges and directors of ECD centres to obtain more understanding on the issue of registration, monitoring and supervision of schools and independent colleges.

Documentary review was done to gather data and this included review of various school assessment reports.

Physical inspections of eleven (11) ECD centres, nineteen (19) primary schools, fourteen (14) secondary schools and sixteen (16) independent colleges were done. Interviews with headmasters and teachers were also held. **Refer to Annexure B** for the ECD centres, schools and colleges that were visited, documents reviewed and interviews done.

## **1.8 Sampling**

Documentary review, interviews and physical inspections were done in Harare, Manicaland, Mashonaland Central, Masvingo, Midlands, Bulawayo and Mashonaland West Province. These provinces were chosen taking into consideration those with the highest number of schools and the one with the least number of schools as they would be a representative of the other provinces. The population of the school going age was also taken into account. A sample was drawn from all types of schools be it run by government, local authority, church, trustee or private individual.



## CHAPTER 2

### DESCRIPTION OF THE AUDITED AREA

#### 2.1 Roles and Responsibilities of Key Players

##### **Ministry of Local Government, Public Works and National Housing**

This includes the department of physical planning, architectural department, department of quantity surveying and engineering department. The role played by the Ministry includes:

- Designing, supervision and maintenance of all government buildings.
- Site identification and production of a site plan
- Production of drawings, site works and supervision of construction works and beneficiary handover.
- Production of a bill of quantities and valuation
- Tendering and procurement

##### **Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement**

The Ministry is responsible for the provision of land and authorisation of school sites in resettlement areas.

##### **Local Authorities and Rural District Councils**

These are responsible for:

- the provision of land and enforcement of building by-laws
- quality assurance

##### **Cooperating Partners**

They give assistance in the form of donations and social funding to assist on the funding of projects.

##### **Churches, Trusts, Companies and Individuals**

They are responsible for infrastructure development in schools.

#### 2.2 Process Description

##### 2.2.1 Legal Framework for School Infrastructure Development

There are various statutes that govern the development of school infrastructure in Zimbabwe, the basic ones being: Regional Town and Country Planning Act [*Chapter 29:12*], Model Building By Laws 1980, Urban Councils Act [*Chapter 29:15*], Electricity Act [*Chapter 13:05*], Factories and Works Act [*Chapter 14:08*], Environmental Management Act [*Chapter 20:27*], Statutory Instrument 68 of 1990, Joint Venture Act of 2015 and Public Finance Act 11 of 2015 as amended.

## **Statutory Instruments**

The operations of non-government schools are guided by statutory instrument number 107 of 2005 and can also be cited as the Education (non-government schools) Regulations 2005. The infrastructure set up at primary level is of two settings namely, the infant school whose regulations are guided by Statutory Instrument 106 of 2005, Junior primary and secondary schools (formal) which are guided by policy number 73 of 1991 (PC number 73 of 1991) as well as Policy number 69 of 10 September 1987 and finally Secondary school education (non-formal) guided by statutory instrument 371 of 1998.

### **2.2.3 Establishment of New Schools (Primary and Secondary)**

The need for a school emanates from rural district councils, town councils, city councils and town boards. The Responsible Authorities (RA) may include, central government, line ministries, church institutions, registered companies, registered trusts, mining concerns, farm owners, individuals or communities.

After identifying the need, the RA should seek for land from the local authority. A pre-site visit is conducted by MoPSE, the Physical Planning Department, Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement (for resettlement areas), the Local Authority and representatives from the RA. The team engages the local leadership and a participatory approach is strongly recommended for this process. A new primary or secondary school can only be opened provided it meets the stipulated requirements. Refer to **Annexure C** for the requirements.

After the pre-visit, the local authority invites the MoPSE, the Physical Planning department, Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement (for resettlement areas), the District Development Fund (DDF), Environment Management Agency (EMA) and representatives from the RA (for resettlement and communal areas) for siting and a feasibility study. For urban areas where the site has title deeds, lease agreement or agreement of sale, the MoPSE conducts a feasibility study.

The feasibility assessment report must include among other things the following; proposed school details, composition of visiting team including local leadership, site location, land tenure, catchment, neighbouring primary or secondary school and their distances, availability of services like roads, water, electricity, telephone, health facilities and shops, state preparedness, conclusion and recommendations.

The RA will then make an application for establishment and construction of the proposed primary or secondary school on ED 1 forms for primary schools and ED 7 for secondary schools. The RA completes part A of the application form and submits to the District Office for completion of part B for onwards submission to the Provincial Office for further transmission to Head Office. The application forms must be made eighteen (18) months before the proposed date of opening. This allows adequate time for the school to be constructed and registered before it can operate.

The distance between the proposed primary school and the existing neighbouring schools in the area, as a guide in rural areas should ordinarily be 10km apart so that no pupils will walk a distance of more than 5km to the school depending on population

density. The distance from the proposed secondary school to the existing secondary schools in the area as a guide should ordinarily be 22km apart depending on the population density as well.

When the Secretary of MoPSE grants authority for the establishment and construction of the school, the following activities should be done:

- a) The school inspectors (Infrastructure Development) will assess the location of buildings as per approved site layout plan.
- b) Construction of the building structures will now commence and must be regularly inspected at different stages of construction as directed by the Local Authority to ensure compliance with the Local Authority building by-laws.
- c) MoPSE schools inspectors of infrastructure and development must also be invited to make regular inspections at the different levels of construction.

#### **2.2.4 Registration of New Schools**

The registration of all new schools is a legal requirement in terms of the Education Act and no new school shall be allowed to operate until it has been registered. According to section 15 of the Education Act [*Chapter 25:04*], no person shall establish and maintain a school other than a government school, unless it is registered and any responsible authority wishing to establish and maintain a school shall make an application to the Secretary in the prescribed form for the registration of such school, accompanied by such documents as may be prescribed. Upon receipt of an application the Secretary shall make such inquiries as he/she considers necessary in order to determine the application. If in respect of an application the Secretary is satisfied, he or she shall grant the application and register the school.

When the RA completes building structures as specified in policy circular 73 of 1991, it can now apply for registration. A new school can only be allowed to operate after satisfying conditions as specified in policy circular 73 of 1991. **Refer to Annexure C.** The application forms must be accompanied by an inspection report from the planning department and the authority to establish and construct. Forms are thereafter submitted to Head Office for processing. If the application is successful, Head Office then issues a registration certificate (ED 10) and copies are distributed to all the relevant authorities.

Private schools will be required to make payments (establishment, registration and annual guarantee fees) to Head Office before a registration certificate is issued.

#### **Satellite Status**

When communities do not have the capacity to immediately put in place the requisite infrastructure to enable the school to be registered in terms of policy circular 73 of 1991, the local authority can apply for the school that has been authorised to establish and construct to provisionally operate as a satellite school whilst communities put in place modalities for the establishment of a fully-fledged school.

The concept of satellite schools came about mainly as a result of the Zimbabwe Land Reform Programme and the pre-colonial imbalance in the provision of education. The MoPSE came up with a deliberate policy on the establishment of satellite schools in

order to cater for a huge demand for education of children in new resettlement areas and the formally marginalised rural communities. These schools are not registered and operate as semi-autonomous entities under the auspices of established schools.

The following procedures ensue:

- a) The RA formally makes an application for the authorised school to be granted satellite status indicating the exact physical location, proposed initial enrolments and facilities that have been put in place.
- b) The DSI and the planning section in the company of the RA visit the proposed site to check on feasibility of establishing a satellite school.
- c) Where satellite schools have been established at existing schools, DSI must ensure that pupils at the existing school are not disadvantaged in any way by the creation of the satellite school.
- d) An undertaking must be made in writing by the proposed mother school that they will indeed take charge of all supervisory and administrative functions of the proposed satellite school.
- e) The number of satellite schools that can be attached to a registered (parent) school must not exceed five (5) in order to facilitate effective supervision of the satellite school.
- f) An inspection report of temporary buildings by school inspectors must accompany the application.
- g) Satellite primary schools must be attached to the nearest registered primary school whilst satellite secondary school to the nearest registered secondary school.
- h) No satellite school will be allowed to operate where there is no source of clean portable water and without adequate sanitary facilities.

The application for the satellite school must be submitted to DSI who will make an input before onward submission to PED who will also make an input before submission to the Secretary for Primary and Secondary Education.

### **Establishment and Registration of ECD Centres and Independent Colleges**

The DSI facilitates for the registration of ECD centres and independent colleges in the district with the assistance of the planning section and the ECD trainer (in case of an ECD centre) and school inspector non-formal education (in case of an independent college). Refer to **Annexure C** for requirements for an establishment and registration of an ECD centre and an independent college.

Following registration, an independent college must pay both annual registration and guarantee fee. The guarantee fee can be used to defray any expenses that may be incurred by the Secretary in ensuring that acceptable standards of education are maintained in all registered independent colleges; and to refund, wholly or partly, to students any fees paid by them in the event of insolvency of any registered independent college to which such fees have been paid, or in the event of failure by such college for whatever reason to meet its obligations to its students.

When a college has changed its premises there is need of re-inspection of the new premises, new permit/ license and a new health report. The PED must advise the Head Office.

In accordance with section 42 of the Education Act [*Chapter 25:04*], the DSI is responsible for closing unregistered colleges and this is done after compiling a list of colleges in the district, physically visiting and compiling reports with evidence of teaching taking place at the colleges, monitoring to check that the independent colleges have made their annual remittances and inspecting to make sure that learning is taking place.

The timelines for the processing of applications at Head Office must be three (3) months for establishment and four (4) months for registration or re-registration. The Head Office should acknowledge receipt of documents at each level to facilitate follow up.

### **2.2.5 Recruitment of Teachers**

The recruitment of teachers is the responsibility of the Ministry for both government, church and council schools. The independent colleges and private schools recruit their own teachers but with the approval from the Ministry and they follow procedures as guided by the Ministry.

According to circular number P17 (staffing procedures in private colleges and schools) the teachers should be qualified to teach the subjects. It goes on to say that, when recruiting new members of staff, responsible authorities should bear in mind the Ministry's policy with regard to the employment of teachers in various categories (locally trained and recruited from abroad, uncertificated)

Preference should always be given to locally-trained teachers with the requisite qualifications. Certificated teachers should be employed whenever possible; preference being given to "bonded" teachers (i.e. teachers who received financial support from the Ministry during their period of training).

Responsible authorities are not permitted to recruit teachers from other countries unless it can be shown that no suitable teachers are available locally. Therefore, before it makes any move to recruit teachers from abroad, a responsible authority must advise the Ministry of its failure to recruit locally, indicating the nature of the qualifications required, and seek approval to recruit from abroad.

The responsible authorities should adhere to the requirements by the Ministry in terms of recruitment of uncertificated teachers. The Ministry's policy and procedure concerning the appointment of untrained teachers is contained in circular number P49 which states that untrained teachers will be approved for appointment on temporary basis only.

As is stated in circular number P1, a graduate who does not hold a professional qualification (i.e. Graduate Certificate of Education or an approved equivalent) may be appointed on probation provided no certificated graduate is available to fill the post but such a graduate will be expected to take the necessary steps to become professionally qualified as soon as possible.

The recruitment of teachers should be in line with the number of pupils enrolled at a school. Director's circular number 9 of 2012 spells out the teacher to pupil ratios that should be observed. Refer to table below:

**Table 3: Recommended Teacher to Pupil Ratio**

School	Class	Ratio
Primary	ECD	1:20
	Grade 1-7	1:40
Secondary	Forms 1-2	1:33
	Forms 3-4	1:30
	Forms 5-6	1:20
	Technical/ Vocational subjects	1:100
Special allocation	Special class	1:19
	Deaf and hearing impaired	1:7
	Severely mentally handicapped	1:7
	Physically handicapped	1:10
	Blind and visually handicapped	1:10

*Source: Director's circular number 9 of 2012*

As a guideline for a teacher to be adequately engaged at a secondary school, he or she should have a minimum number of 35-40 minute periods per week. The teachers are expected to have an average weekly teaching load of 32 periods (academic and commercial subjects), 36 periods (for technical/ vocational subjects), 24 periods (for a head of department academic), 28 periods (for a head of department: technical/ vocational/ practical), 18 periods (for a senior master/ woman).

### 2.2.6 Monitoring and Supervision

After a school or an independent college has been registered the Ministry has the responsibility to monitor and supervise the activities of these schools. It is guided by section 66 of the Education Act [*Chapter 25:04*], which requires that the Secretary, or any person employed in the Ministry who is authorized thereto by the Secretary, may, at all reasonable times, enter the premises of any school, college or other educational institution, as the case may be, for the purpose of, among other issues;

- (a) Examining buildings, grounds and equipment in order to ascertain whether this Act is being complied with or whether the registration of such school, college or other educational institution should be cancelled; or
- (b) Enquiring into the progress of persons attending such school, college or other educational institution, the standard of teaching the instruction provided, the qualifications of all persons engaged in teaching therein and the conduct and discipline of pupils or students attending such school, college or other educational institution; or
- (c) Inspecting any accounts or records required to be kept at or in respect of such school, college or other educational institution; or
- (d) Inquiring into the application of any fee, levy, grant or other moneys paid to or received by the school, college or other educational institution, whether in terms of this Act or otherwise.

For purposes of supervision and monitoring, the Ministry has primary trained inspectors and secondary subject trained inspectors at each district. According to the Ministry's internal policy each school should be visited at least once every year for institutional assessment, at least once per term for teacher assessment. Ad hoc visits by school inspectors can also be done at any given time. The supervision can be targeted on individual teachers and or the head of the school.

The DSI also monitors and ensures that independent colleges are paying their annual registration and guarantee fees.

## **CHAPTER 3**

### **FINDINGS**

This chapter details my findings relating to the assessment on how the Ministry of Primary and Secondary Education was registering, supervising and monitoring schools and independent colleges in line with the Education Act, circulars and various policies. My assessment revealed a number of weaknesses on registration, supervision and monitoring of schools and independent colleges.

However, my audit also came up with additional important observations which require the attention of those charged with governance in the MoPSE as they highlight the challenges faced by schools and independent colleges. It is my view that if these challenges are rectified, this may lead to improvement in the quality of education being offered in the country.

### **REGISTRATION**

#### **3.1 Processing of Applications for Establishing, Constructing and Registering of Schools and Colleges**

I noted that there were delays by the Ministry in processing of the applications for registration, re-registration and establishment of schools contrary to set timelines. The timelines for the processing of the applications at Head Office must be three months for establishment and four months for registration or re-registration. From Annexure D, processing of applications has been outstanding for as long as twenty-four months. In addition, from a sample of 97 applications reviewed, 69 were still pending at the time of audit. The reasons for the delays could not be clearly established as the Provincial Directors interviewed were of the view that the process was bureaucratic as the applications were done from the District Office, to Provincial Office then Head Office yet some time ago approvals were done at Provincial level.

As a result of these delays, there was sprouting of unregistered schools and colleges operating from unsuitable premises such as backyards and garages. The unregistered schools had unsuitable/inadequate furniture and classrooms. The MoPSE may not be aware of the existence of such schools and colleges, if they do not monitor and supervise them. This created an opportunity for these schools to employ unqualified teachers, thereby negatively affecting the quality of education given. In terms of absolute numbers, Mutare had the highest number of 283 unregistered ECD centres. Refer to tables 4 and 5 below.



**Table 4: Registered and Unregistered ECD Centres**

District	Total Number of ECD's Known	Number of ECD's Centres Registered	Number of ECD's Centres Unregistered
Mbare Hatfield	20	6	14
Mutare	297	14	283
Bindura	21	6	15
Masvingo	45	2	43
Bulawayo Central	45	36	9
Mzilikazi	58	19	39
Gweru	141	9	132
Makonde	25	8	17

*Source: School inspector's reports*

**Table 5: Registered and Unregistered Independent Colleges**

District	Total Number of Colleges Known	Number of Independent Colleges Registered	Number of Independent Colleges Unregistered
Mbare Hatfield	74	52	22
Mutare	7	4	3
Bindura	5	1	4
Masvingo	11	7	4
Mzilikazi	17	4	13
Gweru	21	15	6
Makonde	12	5	7

*Source: School inspector's reports*

I further noted that there were some colleges that obtained a registration certificate for the first college they opened and would then open new branches in the same town or city or in different towns or cities without first obtaining another registration certificate for the new branches. The college would then use that initial registration certificate in all its newly established areas for example Herentals college which had branches in almost all towns in the country was operating using the initial Harare registration certificate.

Though letters were sent to the above mentioned ECD centers and independent colleges advising them about their illegal operations and the policy requirements to immediately close or cease illegal operations, there was no evidence that further action was taken to ensure that they close.

The other issue that was affecting registration of schools and colleges was the dissemination of information on Policies.

### **Management Response**

**The delays in processing of application for authority to establish and construct a school are mainly caused by late payment of registration fees by clients. The movement of the application documents from districts to provinces then to Head Office also contributes to the delays.**

### *Evaluation of Management Response*

*The clients must be advised to pay the registration fees for their applications to be processed. It's also not clear when they are supposed to pay the same.*

#### **3.1.1 Dissemination of Information on Policies**

The Ministry introduced the payment of annual fees (subscriptions) amounting to \$1 400 for all ECD centres in year 2017. I noted from interviews that most ECD centres were not paying the fees, not because they did not want to, but because they were not aware of the new requirement for them to pay these annual fees. This was established in eleven ECD centres that were visited in all provinces. This was partly caused by the Ministry's failure to disseminate that information through electronic and print media, on social media platforms as well as to send letters to the responsible authorities informing them about the introduction of the fees. In addition, there was no evidence to show that ECD trainers regularly visited the ECD centres for meetings with the responsible authorities.

#### **Management Response**

**The Ministry will institute measures for collection of fees by issuing invoices to all registered ECD centres and will disseminate information through electronic print and social media on the new requirements for them to pay ECD Centre fees annually.**

#### **3.1.2 Compliance with Registration Requirements**

Due to the absence of monitoring and delays in processing of applications as shown on Annexure D, I noted with concern that some institutions were registered as secondary schools but went on to enroll learners for ECD and primary school level without applying for another registration certificate as stipulated by the regulations. For example, Avenues School in Mbare, Hatfield district was registered as a secondary school but had enrolled ECD and primary level learners at the date of audit. On the other hand, some institutions were registered as ECD centres but also went on to enroll learners for primary education for example Newton Pre Prep ECD centre in Bulawayo Central district had twelve (12) grade one learners, Little Tots ECD centre in Makonde district had seventeen (17) grade one learners and Living Arms ECD centre in Makonde district had grade one up to grade six learners.

This was caused by absence of heavy deterrent fines for the schools and colleges breaking the regulations. This resulted in low quality education being offered to pupils as the concerned schools had inadequate facilities and also did not have qualified teachers for the extra illegal classes for example an ECD teacher ended up teaching Primary school pupils.

This situation could be rampant throughout the country. The recruitment of grade ones by the ECD registered institutions did not comply with the regulations for running primary school services in terms of space, classrooms and enrolment.

### **Management Response**

**The finding is noted. The Ministry will step up the enforcement efforts on the registration of schools. Those found not to be compliant and those not meeting the requirements will be closed.**

### **3.1.3 Payment of Annual Registration Fees and Annual Guarantee Fees by Independent Colleges**

I observed that some registered colleges were not timeously paying both their annual registration and guarantee fees. This was contrary to Section 5(2) (b) and 12(1) (b) of the Education Act and Statutory Instrument 371 of 1998. In addition, the responsible authorities of some of the independent colleges visited, indicated that there were delays in getting the receipts from the Ministry after a payment had been made as this function was only done at Ministry Head Office in Harare. From documentary reviews done in Harare Head Office it was revealed that the Ministry was owed \$993 250, \$1 162 550 and \$1 372 540 for the years 2016, 2017 and 2018 respectively by independent colleges. Table below refers.

**Table 6: Outstanding Debtors for Independent Colleges**

<b>Year</b>	<b>No. of Colleges</b>	<b>Amount (\$)</b>
2016	578	993 250
2017	661	1 162 550
2018	830	1 372 540

*Source: Debtors ledgers*

There was no evidence of the efforts made by the Ministry to collect the debts and or de-register the defaulting colleges. The PEDs expressed concern that if you try to make a follow up, some of the independent colleges would close and re-open somewhere, and in the process putting the learners at risk of dropping out. They added that the affected learners were forced to look for alternative schools after closure and the new schools may not be teaching all the subjects they were previously doing or they may find the new classes being ahead in terms of syllabus coverage or the new teachers may not be as good as the previous ones hence affecting also the passing of final examinations. Another challenge could be that their parents or guardians may fail to pay fees and tuition for the second time at the new school since they would have paid at the closed school. On the other hand, parents could not claim from the Ministry since these colleges were not registered.

Of concern was that the MoPSE would eventually seek approval to write off these debts. For example, on June 20, 2018 the Secretary for MoPSE applied for authority to write off debtors amounting to \$766 700 for annual registration fees and \$695 600 for annual guarantee fees. This resulted in loss of public resources required to fund various activities. These moneys are meant to help the Ministry to monitor the schools and protect the pupils.

Interviews held with the directors and principals of some of the independent colleges that I visited revealed that those colleges with few students were struggling to pay these annual guarantee and registration fees as they disclosed that it was too high for them and they do not have right enrolment figures. They disclosed that only colleges with a high number of learners could afford paying the annual guarantee fees. Some struggling colleges sought for a payment plan where they were allowed to pay the fees in instalments.

### Management Response

**The Ministry will institute measures to ensure all Independent Colleges pay their Annual Registration fees and Annual Guarantee fees by generating invoices for the same annually as well as continuously following up on the payment of the same.**

### *Evaluation of Management Response*

*The Ministry is compromising the education of children enrolled at colleges as they do not do inspections to ensure quality services are offered.*

## SUPERVISION AND MONITORING

### 3.2 School Inspections

I noted that these were not being done adequately as indicated on Table 7 below. From a sample of two hundred and eighty-nine (289) school files that I reviewed, I noted that there were no inspection reports as evidence that inspectors were carrying out annual visits at schools for institutional assessment instead there were many individual teacher assessments and spot checks which were being done on the opening day of each term.

This was caused by the lack of a methodology that was being used to select schools for inspection or supervision. This negatively affected the quality of education as deficiencies at schools such as inadequate textbooks, classrooms, computer laboratories, science kits, toilets, unqualified teachers, misplaced teachers or teachers not implementing the competence based curriculum or not using the right skills and methodologies were not highlighted to the PED and ultimately the Accounting Officer for corrective measures. This means that such anomalies may remain unnoticed or uncorrected for an unreasonably long period of time thereby negatively affecting the quality of education.

**Table 7: Inspection Reports by School Inspectors**

District	Total school files reviewed	Number of schools visited		
		2016	2017	2018
Mbare Hatfield	9	1	8	0
Mutare	70	3	4	5
Bindura	32	1	3	6
Masvingo	56	0	0	0
Bulawayo Central	30	6	20	6
Gweru	66	1	4	12
Makonde	26	0	0	0
<b>TOTAL</b>	<b>289</b>	<b>12</b>	<b>39</b>	<b>29</b>

*Source: School files*

## Management Response

**The Ministry has a mechanism for the monitoring and supervision of schools in place, however the feedback to schools needs to be improved and related reports sent back to respective schools.**

### *Evaluation of Management Response*

*While the Ministry says there is a mechanism, this was not evident on the ground and this was not revealed to the auditors.*

Supervision and monitoring of schools and colleges was mainly affected by the following causes;

#### **3.2.1 Adequacy of School Inspectors**

From the interviews carried out with Provincial Education Directors (PEDs) and documentary reviews, I noted that there was a shortage of school inspectors to carry out monitoring and supervision of schools as reflected in the table below. Out of the 120 school inspectors required by the Ministry, only 63 (52%) were in post. In some districts like Mutare and Bulawayo for instance DSIs were hiring the services of some of the headmasters in their respective districts to compliment the number of inspectors when embarking on school inspections. These headmasters were taken on part time basis from various schools and from the interviews held with the Provincial Education Directors, they indicated that this was affecting the quality of inspections as well as the quality of reports produced as these inspections are done in order to enhance the delivery of education in schools and colleges. The possibility of familiarity threat can also not be ruled out since these headmasters might supervise their own colleagues. In addition, teaching would be disturbed in these schools since most of the headmasters were now operating as teachers. The inadequacy of school inspectors was attributed to the slow pace by the Ministry in filling the vacant posts.

**Table 8: School Inspectors Establishment**

<b>Province</b>	<b>Establishment</b>	<b>In Post</b>	<b>Shortfall</b>
Mashonaland East	12	6	6
Manicaland	12	7	5
Mashonaland West	12	4	8
Mashonaland Central	12	4	8
Bulawayo	12	6	6
Masvingo	12	4	8
Midlands	12	11	1
Harare	12	4	8
Matebeleleland North	12	8	4
Matebeleleland South	12	9	3
<b>Total</b>	<b>120</b>	<b>63</b>	<b>57</b>

*Source: Human Resources Staff Returns*

While the numbers are not adequate, based on the Results Based Budgeting it was not clear whether the inspectors had a strategy to achieve results with the available resources as in some cases no inspections were done at all.

### **Management Response**

**Filling of Schools Inspectors posts is work in progress. The Ministry has requested the Public Service Commission (PSC) to fill the posts with appropriate qualified personnel, while efforts to compliment the current personnel in the Districts and Provinces with the support from Head Office Personnel is being employed.**

#### **3.2.2 Mobility of School Inspectors**

I observed that school inspectors did not have adequate transport to use for school inspections as required by section 66 of the Education Act [*Chapter 25:04*]. From the six districts I visited, I noted that most districts had only one vehicle whilst other districts did not have any. For example, Bindura and Gweru districts did not have any vehicle earmarked for school inspectors' duties. This has adversely affected the number and type of monitoring and supervision of schools, colleges and ECD centres. Interviews held with the DSIs and SIs revealed that because of shortage of vehicles school inspectors made use of vehicles from sister sections/departments or other ministries proceeding to schools for their own programs and they would also go and do their inspections.

This meant that they would work according to the timetable of those departments of which according to interviews with some inspectors this had an effect on the time they would spend at a particular school and the coverage of inspections. Also, schools may not be inspected for a long period of time thereby adversely affecting the quality of education as no recommendations are proffered timeously in areas where there could be challenges, for example, the manner in which the competence based curriculum was being implemented, the teaching methodologies and follow up of recommendations.

### **Management of Response**

**The Ministry acknowledges the observation however it has since partnered with UNICEF which is providing fuel for school inspections, but inadequacy of vehicles has compounded the problem.**

**In an effort to increase the Ministry vehicle fleet in the year 2018 it failed to procure the vehicles on the basis of failure to secure foreign currency which was required by the suppliers. The Ministry is still pursuing the purchasing of vehicles to support the inspection of schools. The Ministry has engaged Treasury to beef up its inspection vehicle fleet.**

Due to the inadequacy and immobility of inspectors, I have noted that this had an effect on the following;

### 3.2.2.1 Quality of Inspections

For purposes of supervision and monitoring, the Ministry has primary trained inspectors and secondary subject trained inspectors at each district. However, due to the inadequacy of inspectors, they were inspecting subjects that they did not train or specialise in. From a sample of 17 inspectors, 8 were primary trained inspectors who supervised secondary schools, and 9 were secondary trained and supervised ECDs and primary schools. Interviews held with the inspectors revealed that primary school trained inspectors tend to focus more on primary school inspections whereas secondary school trained inspectors tend to focus more on secondary schools. As a result, the quality of inspections was compromised. On the other hand, the inspectors lacked knowledge of the subject content and this affected the quality of reports they produced, let alone the recommendations for improvements. Refer to **Annexure E**. This affects schools as the teachers may get recommendations that do not improve their teaching skills and methods. Learners may fail exams if their teachers use ineffective methods without any meaningful recommendation for change from the inspectors.

#### **Management Response**

**The Ministry has requested the Public Service Commission to fill the posts with appropriate qualified personnel, while efforts to compliment the current personnel in the Districts and Provinces with the support from Head Office Personnel is being employed.**

### 3.2.2.2 Relocation of a School or an Independent College without Inspections

When a school or independent college decides to move to a new premise, the registration process must be followed. Contrary to this requirement, I noted that some independent colleges and ECD centres were relocating to new premises without the Ministry's knowledge. For instance, Greystone Montessori pre-school moved from the Church of Accession in Hillside to Lawley Road, Cinderella ECD (Reigate district) opened a second branch in Park road and Foundation College (Bulawayo Central district) moved from Adeloite building 106 Josiah Tongogara to corner Lobengula and first street. These relocations were done without advising the Ministry.

This was caused by the absence of a mechanism to monitor the movement or relocation of these independent colleges by the Ministry.

The effect is that the new places may be unsuitable to be used as school premises due to unavailability of adequate ablution facilities, water and classrooms. For example, Vision Academy in Masvingo moved from Rodger Howmen Institution in May 2018 and relocated at Kubatana Centre but no inspection of the new premises was done. The college had an enrolment of 418 learners but had inadequate classrooms and furniture. Learners were crowded in one single class and others had no desks. Refer to pictures 1

and 2 below. There were no science and computer laboratories and agriculture garden. This negatively affected learners as they were expected to sit for agriculture, science and IT examinations without having done the practical lessons.

**Picture 1: A Fully Packed Classroom at Vision Academy with chairs only and no desks**





**Picture 2: One of the Classroom Facility at Vision Academy made up of hard boards**



### **Management Response**

**The observation is noted, the Ministry will strengthen its monitoring on colleges that relocate and also inspect the new premises on suitability for use.**

#### **3.2.2.3 Enrolment of Pupils**

The Ministry's circular number 9 of 2012 spells out the teacher to pupil ratios that should be observed. However, I observed that the enrolment in most schools that I visited was not in line with the available facilities. For example, schools enrolled more pupils than the available number of classrooms thereby creating a shortage of classrooms and congestion of pupils in classrooms. Table 9 below refers. As a result, this has led to introduction of a two tier or three tier hot sitting systems at schools where lessons are conducted from outside the classrooms or on sporting fields whilst waiting for the morning classes to vacate the classrooms. Learners sit on the ground or on hard concrete benches which is very uncomfortable. Learners were also exposed to harsh weather conditions such as excessive winds, heat, rains and cold weather during winter and these conditions affect their ability to understand the information being taught by the teachers. This ultimately results in low pass rates as well as sicknesses.

**Table 9: Shortages of Classrooms**

District	Name of School	Number of Classes	Number of Classrooms Available for Learners	Shortfall
Imbizo	Emganwini Government High	20	10	10
Reigate	Mkhithika Thebe Council Primary	52	27	25
Reigate	Mahlathini Council Primary	62	30	32
Gweru	Tangwena Council Secondary	6	4	2
Gweru	Takunda Government Primary	50	26	24
Makonde	Matoranjera Council Secondary	10	7	3

*Source: Inspections*

Physical inspections and documentary reviews done, revealed that the teacher to pupil ratios as spelt out in the Ministry's circular number 9 of 2012 were not being adhered to as evidenced by the over enrolments reflected on **Annexure F**. The ratios were as high as 1:59 pupils for ECD, 1:33 for primary schools and 1:87 pupils for secondary schools. This results in teachers failing to give individual attention to all the pupils in a class due to high numbers. This meant that some learners might not be assisted on problems that they face and this results in poor performance.

I further noted that there were also inadequate toilets in schools and colleges that I visited, such that the recommended pupil to squat hole ratio was not being adhered to. The recommended pupil to squat hole ratio was 1:12 for ECD and 1:20 for both primary and secondary schools. From a sample of 42 schools reviewed only 18 had adequate ablution facilities. **Annexure G** shows the pupil to squat hole ratio at some of the schools and independent colleges that I visited. This may result in outbreak of diseases as the facilities will be congested and with pit toilets they get full quickly.

The over enrolment was mainly caused by the failure to match the enrolment with the available resources as well as lack of a strategy to ensure that the over enrolled pupils can be accommodated without exposing them to harsh and unhealthy conditions.

### **Management Response**

**DSI's will be advised to take audit of learners within their districts in an effort to redistribute the learners to nearby schools so as to decongest the schools. The more sustainable solution, however, lies in the provision of adequate schools to every community and this calls for greater resource provision to the Ministry.**

### *Evaluation of Management Response*

*This should not wait for the DSI. The problem should be managed at enrolment stage otherwise this will inconvenience parents and pupils.*

#### **3.2.2.4 Recruitment and Allocation of Teachers**

The recruitment of teachers is the responsibility of the Ministry for both government, church and council schools. The independent colleges and private schools recruit their own teachers but with the approval of the Ministry and they follow procedures as guided by the Ministry. According to the Ministry's circular number P17 (staffing procedures in private colleges and schools) the teachers should be qualified to teach the subjects. However, I observed that some schools and independent colleges were recruiting unqualified/untrained teachers as shown in the table below. Unqualified teachers lack the teaching skills and knowledge in the subjects they teach and this may result in poor performance by the learners.

**Table 10: Unqualified Teachers Recruited**

<b>Name of School</b>	<b>Number of Teachers with Teaching Qualification</b>	<b>Number of Teachers without Teaching Qualification</b>	<b>Total Teachers</b>
Vision Academy	4	5	9
Vultures Vale Academy	7	1	8
Chirichoga Council High	27	5	32
Zimbabwe College	4	3	7
Emganwini Government High	32	1	33
Tangwena Council Secondary	9	2	11
Foundation College	12	5	17
Matoranjera Council Secondary	12	2	14

*Source: Inspections*

I further noted that in some secondary schools, teachers were teaching subjects that they did not specialise in as shown on table below. This results in low pass rates as the teachers may not understand the subjects' concepts, problem areas for the learners and pedagogies. Sample of such cases are as below:

**Table 11: Teachers Teaching Subjects That They Did Not Specialise In.**

School	District	Gender for the Teacher	Subject/s Specialized in	Subjects Taught
Portelet (Biri) Secondary	Makonde	Female	Textile Technology	Agriculture and Shona
Portelet (Biri) Secondary	Makonde	Male	Science	Mathematics and Heritage Studies
Portelet (Biri) Secondary	Makonde	Female	Geography	Science, Physical Education
Mutoranjera Council Secondary	Makonde	Male	Secretarial Studies	English and Information Communication Technology (ICT)
Mutoranjera Council Secondary	Makonde	Male	Religious Studies	English and Family and Religious Studies (FRS)
Mutoranjera Council Secondary	Makonde	Female	History	Shona and Family and Religious Studies
Mutoranjera Council Secondary	Makonde	Female	Business Studies	Shona and Commerce
Mutoranjera Council Secondary	Makonde	Female	Business Studies	Combined Science and Economics

*Source: Returns*

I also observed that there were 36 misplaced teachers in Makonde and Gweru district. These teachers were qualified to teach at secondary but were teaching at primary schools and vice versa. Refer to **Annexure H**.

My audit also noted that there was a shortage of teachers in schools especially government schools. In order to ease the burden caused by this shortage, some urban schools had employed additional teachers that were being paid by the School Development Committees (SDCs), for example Chinhoyi Government Primary had three (3) teachers on the SDC payroll. Rural schools were experiencing similar shortage of teachers but their SDCs could not afford employing additional teachers due to financial constraints. As a result, the quality of education for rural schools was being negatively affected as the teachers ended up working for more hours in order to cover the gap created by the shortage thereby resulting in fatigue. Fatigue then affects the quality of lectures delivered by the teachers. Teachers may also teach subjects that they did not specialize in just to enable learners to continue with their subjects resulting in poor education quality and low pass rates.

The shortage of teachers was also further compounded by the fact that in some cases female teachers who will be on maternity leave are not being replaced during that leave period. This ultimately affect learners who will lag behind especially on competence based curriculum.

The shortage of teachers was caused by a Government policy on freezing of the filling of all vacant critical, non-critical entry and promotional posts on August 2, 2016. All schools that did not have adequate teachers before the freeze remained with that shortage to date. The freeze also affected new schools constructed and established as they could not recruit. This also affected other special skills subjects for example at Skido and Fiona secondary schools in Makonde district, they did not have Mathematics teachers for three years, Mkhitika Thebe primary school in Bulawayo did not have Physical Education and Agriculture teachers for two years and Chekai secondary school in Masvingo did not have a Physical Education teacher.

### **Management Response**

#### **Unqualified teachers**

**The Ministry has interest in the calibre of teachers within all registered schools, as such the matter of the teachers flagged in the audit report will be pursued. Efforts will also be made during inspections of other institutions to determine the qualifications of the teachers therein.**

#### **Mismatched teachers**

**The situation still remains in some schools**

**This is because such teachers are only transferred to teach subjects which they specialize in when a vacancy arises. The Public Service Commission is continuously engaged to help move these members to areas they are appropriately qualified.**

#### **Shortage of teachers**

**Although there is a freeze in the recruitment of teachers, the Ministry will continue to lobby for the filling of vacant posts. We will also lobby for teachers who go on maternity and indefinite sick leave to be replaced as well as those schools that were new at the time of the freeze be exempted from the freeze policy. Further, for the room to be provided to fill in posts in new learning areas as per the Competence Based Curriculum.**

### **3.2.2.5 Infrastructure in Schools and Independent Colleges**

Physical inspections and interviews held revealed that some schools had inadequate furniture for their pupils and some pupils were observed seated on the floor during lesson time. Refer to Pictures 3 to 6 below.

**Picture 3: Pupils Attending Lessons while Seated on the Floor.**



**Picture 4: Pupils Attending Lessons while Seated on the Floor.**



**Picture 5: Pupils Attending Lessons while Seated on the Floor.**



**Picture 6: Pupils Attending Lessons outside/outdoors**



I further noted that MoPSE was not properly registering schools and independent colleges and as a result some were cleared and registered by the Ministry without suitable premises. The Ministry was not adhering to policies it put in place thereby

contributing to the conditions that are in the independent schools and colleges. These independent colleges had the required health certificates from the Local Authorities and the recommendations from the Ministry that they had met all the requirements for registration of a school or college. For example, Kush Academy (independent college) in Manicaland Province was using one big church hall that was subdivided by thin wooden boards to make a total of five classrooms with some classes having their lessons on open space inside the hall. Refer to picture 7 and 8 below. At Kudanana college (independent college) there were classrooms that were subdivided by huge curtains. This affected the quality of education offered by these colleges.

**Picture 7: A Subdivided Hall**





**Picture 8: One of the Partitioned Staffroom**



**Management Response**

**PSIP is assisting by providing additional infrastructure in schools that already exist.**

**Evaluation of Management Response**

*Management did not respond on how they shall deal with infrastructure challenges in private colleges and schools.*

**3.2.2.6 Implementation of the Competency Based Curriculum**

The Ministry introduced the competency based curriculum in 2015 to be implemented in all schools and independent colleges. Physical inspections and interviews held with the heads and teachers at schools and independent colleges that I visited revealed that the competency based curriculum was being partially implemented because of shortages of material resources like textbooks, science kits, geography and agriculture equipment. I further noted that some schools and independent colleges did not even have science and computer laboratories while most colleges did not have agriculture gardens and sporting grounds. In addition, some colleges were not offering subjects that were compulsory according to the competency based curriculum. Refer to sample in Table 12 below. There were no mechanisms in place to ensure that compulsory subjects are taught in line with the new curriculum.

This adversely affected the quality of education as learners were not exposed to practical lessons that were supposed to make them understand the subjects better and were also expected to be tested on the practical component in their examinations. Learners were also expected to sit for compulsory subjects that were not being offered by some schools and colleges and they obviously dismally failed the subjects.

**Table 12: Compulsory Subjects not Offered at Some Schools and Colleges.**

Name of school	District	Subjects not offered
Victoria College	Makonde	Agriculture, Physical Education, Mass Display and Visual and Performing Arts
Vultresvale Academy	Masvingo	Physical Education
Foundation College	Bulawayo Central	Heritage Studies
Ecosight College	Gweru	All the practical subjects

*Source: School/ College master time table*

I further noted with concern that rural schools were the most affected as most had no electricity and had no computer and science laboratories. One sad example is that of Tangwena secondary school in Gweru district which had to borrow science kits from Mkoba Teachers College and the nearby Sino Zimbabwe Company for 2017 and 2018 'O' level examinations. In addition, there was no network for mobile phone operators like Econet and Netone. This meant that most rural teachers and learners could not use their mobile phones for academic research even though the competency based curriculum requires extensive research on the internet and this negatively affected the quality of education as they could not carry out research on internet. As a result, the results produced in some of these rural schools were generally poor as compared to their urban counterparts. Refer to table 13 below.

**Table 13: A Sample of Pass Rates Rural versus Urban Schools**

Name of school	Urban or Rural	Pass rate		
		2016	2017	2018
Mburungwe Council Sec	Rural	0%	8.3%	0%
Biri Council Sec	Rural	12.5%	3.45%	9.3%
Matoranjera Council Sec	Rural	5%	5.3%	8.8%
Tangwena Council Sec	Rural	15.3%	18.3%	19.7%
Chekai Council Sec	Rural	15.4%	13.6%	25.8%
Somabhula (Church of Christ) Sec	Peri urban	-	23.8%	50%
Emganwini Government High	Urban	31%	28%	25%

Emsizini (United Methodist Church) Sec	Urban	7.14%	29.62%	50%
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I also established that there was a competence gap in teaching the new learning areas of the competency based curriculum as most teachers were not trained in ICT, Physical Education (PE), Mass Displays and Visual and Performing Arts. There was also a general shortage of practical subject teachers like agriculture.

The competency based curriculum requires the use of computers by learners. However, from documentary review, I observed that there was critical shortage of computers for learners as more than one hundred learners were sharing one computer at primary schools and an average of thirty learners for one computer at secondary schools. There was risk that pupils would not be adequately equipped for their final examinations as well as in terms of acquisition of practical skills. This may also be a disadvantage especially to those schools with inadequate resources despite that they sit for the same examination with other schools.

### **Management Response**

**Funds were availed for the procurement of teaching and learning materials from the fiscus. UNICEF also procured and availed some textbooks to schools throughout the provinces since the inception of the Competence Based Curriculum under the Global Partnership in Education Programme as well as the Education Development Fund pool of resources from several donor countries. UNICEF procured Science kits for Primary schools throughout the provinces. The Ministry continues to encourage the Heads to engage Public and Private Partners to help them build computer laboratories and avail internet connectivity at their school for research purposes.**

### *Evaluation of Management Response*

*The Ministry did not comment on how they manage the issue of sitting for similar exam when the school has no electricity or pupils have not covered compulsory subjects.*

## **3.3 ADDITIONAL OBSERVATIONS**

### **3.3.1 Payment of School Fees and Levies**

I observed that most parents were not paying school fees and levies for their children resulting in schools being owed lots of monies. Table 14 below shows debtors for a sample of schools visited.

**Table 14: Outstanding Debtors**

Name of School	Province/ District	District	Debtors as at Date of Audit(\$)
Chinhoyi Government Primary	Mashonaland West	Makonde	682 301
Matoranjera Council Secondary	Mashonaland West	Makonde	24 170
Nemakonde Government High	Mashonaland West	Makonde	71 100
Mkhithika Thebe Council Primary	Bulawayo Metropolitan	Bulawayo Central	240 405
Takunda Government Primary	Midlands	Gweru	183 362
Emganwini Government High	Bulawayo Metropolitan	Bulawayo Central	54 293
Bumburwi Primary	Midlands	Gweru	33 975
Chikonohono Government Primary	Mashonaland West	Makonde	24 761
Mhanyame Council Primary	Mashonaland West	Makonde	6 893
<b>Total</b>			<b>\$1 321 260</b>

*Source: Schools Debtors lists*

Interviews held with Provincial Education Directors, District Schools Inspectors and Headmasters revealed that non-payment of fees and levies resulted in underdevelopment in schools due to inadequate funds for infrastructure development like construction of additional classroom blocks. The interviews also revealed that nonpayment negatively affected the quality of education because schools had inadequate funds to buy learning material like text books, science kits to be used in science laboratories and agricultural tools especially for the recently introduced competency based curriculum. Learners may perform badly in exams due to lack of practice caused by non-availability/inadequate materials like science kits and agricultural tools yet their examinations have practical components.

### 3.3.2 Demand for Schools

According to the Education Act [Chapter 25:04], it is the responsibility of MoPSE to manage the education system in the country including the construction and establishment, and registration of schools and independent colleges. From documentary review, I noted that the Ministry was failing to meet the demand for schools as there was a shortage of 2 056 schools (in 2017) as tabulated on table 15 below. Mashonaland West topped the list with a need of 21.2% and Bulawayo at the bottom with a need of 3.4%.

**Table 15: Number of Schools Needed in each Province**

Province	Primary	Secondary	Total	Percentage (%)
Mashonaland West	258	177	435	21.2
Midlands	172	106	278	13.5
Mashonaland Central	163	112	275	13.4
Masvingo	164	94	258	12.5
Harare	110	78	188	9.1
Matebeleland North	123	50	173	8.4
Mashonaland East	91	47	138	6.7
Manicaland	57	71	128	6.2
Matebeleland South	74	40	114	5.5
Bulawayo	40	29	69	3.4
<b>Total</b>	<b>1 252</b>	<b>804</b>	<b>2 056</b>	

*Source: National statistics report for 2017*

Due to the shortage of schools, I observed that most primary and secondary schools that I visited had double sessions whilst some had triple sessions (hot seating) in order to accommodate the high number of learners. For example, Tategulu Primary, Mkhithika Thebe Primary and Mahlathini Primary (Bulawayo Central District), Chikonohono Government Primary (Makonde District) and Takunda Government Primary schools (Gweru District) had triple sessions. Lochview Government Primary in Bulawayo Central had to build five wooden temporary structures and partitioned a hall into two classes of ECD A and B. A tuck shop with only one small room was also converted into a classroom for ECD A. Bumburwi Primary school in Gweru district and Chikonohono Primary in Makonde district had classes that were operating at an open space where they had only built brick benches. From interviews held with the respective school heads it was revealed that this was affecting the implementation of the newly introduced competency based curriculum due to the time constraints as there was no adequate coverage of the syllabi area hence the quality of education is affected.

MoPSE was not properly registering, monitoring and supervising schools and colleges. I was mainly concerned with one particular school in Bindura district where pupils were learning from disused beer halls. One disused beer hall at Chiwaridzo Extension suburb had 11 classes with a total of 454 pupils while the other one at Cocktail bar had three ECD classes with a total of 177 pupils. I also noted that the former beer halls were subdivided and demarcated by wooden boards to make small makeshift classrooms. The classes were dark as there were inadequate windows to provide light and some classrooms had only one window. The situation was made worse by the fact that the classrooms had no electricity for lighting.

From all the seven provinces that I visited, I noted that the situation was compounded by some locations that were developed without the construction of schools. For example, Woodlands, Claymont Park, Mkoba Village 12, 16, 18, 19 and 20 locations in Midlands Province had no schools and that was creating pressure on nearby schools. The Ministry was not able to build schools in new locations. To mitigate this challenge, the MoPSE established Satellite Schools which in turn had their own problems as indicated in the paragraph below.

### **3.3.2.1 Satellite Schools**

I observed that a lot of satellite secondary schools were not examination centres despite having huge enrolment figures and a number of learners sitting for 'O' and 'A' level examinations. Interviews held with the PEDs, DSIs and headmasters revealed that Zimsec had stringent requirements for a school to be given an examination centre status and the requirements include that the school should be registered and should have at least three (3) classroom blocks, an administration block, at least one special room, at least three teacher's houses, one lockable strong room and adequate furniture.

It was disclosed that all satellite schools did not qualify to be examination centres as they were not registered schools and also did not meet most requirements and were relying on their mother schools for their learners to write examinations. In some cases, the distance between the mother school and the satellite school was said to be more than 100 kilometres and this created a lot of challenges for learners writing examinations. Learners had to walk long distances for them to be able to sit for their examinations. In some cases, parents for the affected learners had to rent rooms for their children to write their examinations and this exposed learners to possible abuses.

Interviews held with the headmaster for Somabhula satellite secondary school in Gweru district revealed that two students failed to sit for their 'O' level examinations in 2017 because their parents could not afford to rent rooms for them in Mkoba high density suburb in Gweru urban which was close to the mother school (Matinunura Secondary). Matinunura secondary was the mother school for Somabhula satellite secondary school and there was a distance of more than 45km between the two schools.

The MoPSE officials also said that in other cases the mother school had insufficient space to accommodate learners from its satellite school as some satellite schools had more learners than the mother school. There were scenarios whereby a satellite secondary school was attached to a primary school. For example, Chivakanenyama secondary in Hurungwe was a satellite school of Chivakanenyama Primary, Negande secondary school in Siakobvu was a satellite school of Negande Primary school and Kasvisva secondary in Siakobvu was also a satellite school of Kasvisva Primary. This was caused by MoPSE policy which forbids all Government schools and boarding schools to have satellite schools under them.

#### **Management Response**

**Revision of current statutes on the registration of Satellite schools has been undertaken.**

### **3.3.3 Universal Code of Ethics for Teachers**

I noted that there was no universal code of ethics for teachers in the country. The MoPSE enforced the Public Service Regulations for all teachers in formal schools. A breach of the Public Service Regulations or code of ethics empowered the Ministry to investigate,

charge and or conduct disciplinary hearings in cases of child abuses in formal schools. This was not the case with private colleges as they have their own code of conduct and some did not even have the code of conduct and as a result cases of child abuse or improper association with learners by teachers go unreported or are reported to the responsible authorities who sweep them under the carpet as the Ministry does not have the power to conduct disciplinary hearings.

#### **Management Response**

**The Ministry is working on establishing a Teacher Professions Council which will regulate the code of conduct of all teachers regardless of the status of the school in which they work from. Currently the Public Service Regulations (Statutory Instrument No. 1 of 2000) are the basis for the Code of Conduct for teachers, alongside all other Civil Servants for Government only.**

#### **3.3.4 Insurance**

I observed that all schools were not insured against disasters such as fire, cyclones etc. In the event of a school being gutted by fire or razed down by rains it may be extremely difficult to rebuild the school. Learners at these affected schools may dismally fail exams as they may have to spend some months without attending school or lessons.

#### **Management Response**

**Ministry will set guidelines for the acquisition of insurance policies by all registered schools in consultation with the Ministry of Local Government, Public Works and National Housing and the Ministry of Finance and Economic Development.**

## **CHAPTER 4**

### **CONCLUSIONS**

From the findings which came out through this audit I concluded that the Ministry is inefficient and ineffective as regards to registration, monitoring and inspection of schools. Unregistered schools will continue to crop up since there are no deterrent measures taken. Bureaucracy in the registration process can create good grounds for corruption.

If not addressed these inefficiencies will continue to affect the quality of education in Zimbabwe hence SDG number 4 on ensuring inclusive and equitable quality education and promotion of life-long learning opportunities for all will not be achieved.

While independent colleges have come in to fill the gap that is there in terms of number of schools, the Ministry has not played its role to ensure that the quality of service offered is up to standard. Thus, the quality of education is compromised.



## CHAPTER 5

### RECOMMENDATIONS

This chapter presents recommendations that are aimed at addressing problems being faced by the Ministry of Primary and Secondary Education. I recommend that:

- 5.1 The MoPSE should devise systems and processes whereby the processing time of applications is reduced from the district to head office to enable processing of applications within reasonable times.
  - 5.1.1 The Ministry should include the application fees element on the forms used when applying for a licence to enable applicants to make the required payments or plans. Regular meetings with the responsible authorities should be done in order to disseminate any changes in the requirements in addition to electronic print and social media platforms.
  - 5.1.2 The Ministry should step up its enforcement efforts through adequate monitoring of schools and colleges to ensure that they abide by their registration requirements.
  - 5.1.3 The Ministry should enforce the provisions of section 5 (2) (b) of Statutory Instrument 371 of 1998 which state that guarantee fees are supposed to be paid not later than the 1<sup>st</sup> of January of every year. Those colleges without the right enrolment figures and are finding it difficult to raise the required fees should be encouraged to join hands with other colleges. The Ministry should agree on payment plans with all the colleges with outstanding debts and/or de-register them.
- 5.2 The Ministry should put in place strategies to ensure that each school or college is visited at least once every year for purposes of inspections. A clearly defined methodology should be used to select schools or colleges for inspection.
  - 5.2.1 While the numbers of inspectors are not adequate, based on the Results Based Budgeting, the Ministry should devise a strategy to achieve results with the available resources.
  - 5.2.2 The Ministry should prioritise the allocation of vehicles to the districts for inspections purposes.
    - 5.2.2.1 Inspectors should supervise subjects that they specialised in. This will improve the quality of inspections and/or inspection reports. Also the MoPSE should liaise with the Public Service Commission and Ministry of Finance so that it is allowed to fill in vacant posts.

5.2.2.2 The Ministry should step up its enforcement efforts through adequate monitoring of schools and colleges to ensure that they do not relocate to unsuitable premises.

5.2.2.3 There is need for the Ministry to construct more schools or approve applications for those establishing schools so that over enrolments are managed and reduced.

5.2.2.4 The Ministry needs to seriously look at the issue of recruitment of teachers in line with the subjects specialised in , deployment and subject allocation of teachers, if the quality of education in the country is to be improved and Ministry objectives are to be achieved as stated in the Education Act. Also, computerisation of database of teachers per district may go a long way to help manage this situation of deployment and allocation of subjects.

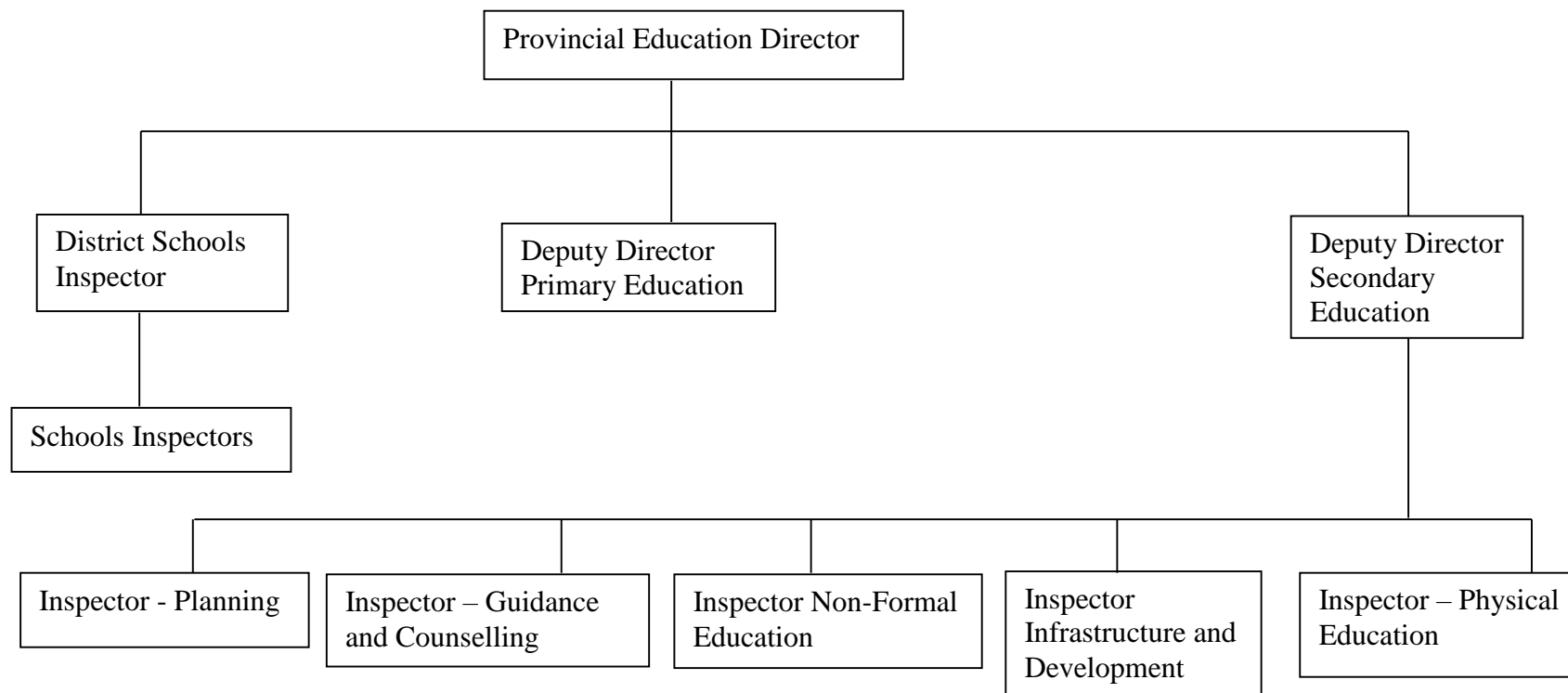
The Ministry should also conduct monitoring activities to ensure that only qualified teachers are recruited in all schools and independent colleges given the fact that the country has a number of unemployed qualified teachers.

5.2.2.5 The Ministry needs also to seriously look at the issue of registration of schools without the suitable and required infrastructure if the objectives of SDG number 4 of quality education is to be achieved. In addition, there should be liaison between MoPSE and Local Authorities to ensure that health licences for the operation of a school or college are given on the production of licence from the MoPSE.

5.2.2.6 The Ministry should come up with mechanisms to ensure that compulsory subjects are taught in line with the new curriculum.

**ANNEXURE A**

**Ministry of Primary and Secondary Education Provincial Organogram**



## ANNEXURE B

### List of the Documents Reviewed

1. Education Act and its amendments
2. Education circulars
3. Strategic plans
4. Result based Management documents
5. Annual reports on statistics
6. Financial reports for ICGF
7. Inspection reports produced by Schools Inspectors

### List of Key Personnel Interviewed

1. Accounting Officer
2. Director of Finance
3. Provincial Education Directors - Harare, Manicaland, Mashonaland Central, Masvingo, Bulawayo, Midlands and Mashonaland West.
4. District School Inspectors and Inspectors for Harare, Mutare, Bindura, Masvingo, Bulawayo Central, Gweru and Makonde Districts
5. Director Non-Formal
6. Director Human Resources and Training
7. Director Planning, Research and Statistics
8. Headmasters and headmistresses/ Deputies/ Senior Master/ Senior Woman

### List of Visited Independent Colleges, Schools and ECDs

<b>Harare Province: Mbare Hatfield District</b>			
<b>Independent Colleges</b>	<b>Secondary</b>	<b>Primary</b>	<b>ECDs</b>
The Avenues School			
Pace Academy			
<b>Manicaland Province: Mutare District</b>			
Hillbright Science	St Joseph	Scared Heart	None
Eastern heights	St Marys	Dangamvura	
Kush Acedemy		Chikanga	
Ezekiel Guti Academy			
First Class			
Kudanana			
<b>Mashonaland Central Province: Bindura District</b>			
None	Wayerera	Wayerera	Little Angels
	Chipadze High	SOS Maizesland	Happy days
		Chipadze	Tripple Tee
		Bindura Salvation Army	
<b>Masvingo Province: Masvingo District</b>			
Vulturesvale Academy	Chekai High	Chikarudzo Government	Farmak Preschool

Vision Academy	Chirichoga High	Morgenster Central	Rainbow Nursery
		Chikato	
<b>Bulawayo Province:</b>			
<b>Bulawayo Central District</b>			
Zimbabwe College			Apple Valley
Foundation College			Newton Pre Prep
<b>Reigate District</b>			
		Mkhithika Thebe	
		Mahlathini	
<b>Imbizo District</b>			
	Emganwini	Kensington	
	Emsizini	Lochview	
<b>Midlands Province: Gweru District</b>			
Hillview College	Somabhula	Takunda Government	Tiny Tots
Ecosight College	Tangwena	Bumburwi Government	Midlands Pre School
<b>Mashonaland West Province: Makonde District</b>			
King Solomom	Biri	Chinhoyi Government	Little Tots
Victoria College	Nemakonde Government	Chikonohono Government	Loving Arms Pre School
	Mburungwe	Mhanyame	
	Matoranjera		
<b>Total</b>			
<b>16</b>	<b>14</b>	<b>19</b>	<b>11</b>

## **ANNEXURE C**

### **Requirements for a New Secondary or a Primary School According to Policy Circular Number 73 of 1991.**

1. In order to ensure the viability of any new school, a new primary school can only be opened provided it has a minimum enrolment of not less than two streams or two classes of forty (40) learners each. A secondary school may only be opened provided it has a minimum enrolment of eighty (80) Form One learners (or two stream entry).
  2. The standard requirements on the size of the land on which any proposed school will be established shall be as follows:
    - 2.1 For schools in Urban Areas: Any proposed primary school must be situated on not less than three and a half (3, 5) hectares of land, whilst the corresponding school area for a secondary school must be not less than eight (8) hectares. Infant School Centres require not less than one (1) hectare.
    - 2.2 For schools in Rural Areas: In Rural Areas, not less than twelve (12) hectares of land shall be the minimum land area for a primary school whilst not less than twenty-four (24) hectares shall apply to a secondary school. Infant School Centres require not less than two (2) hectares.
  3. There should be proof of availability of funds for capital development.
  4. A school shall have a properly constituted Responsible Authority who shall be approved by the Secretary. Such a Responsible Authority can be Urban Council, Rural District Council, or any other corporate body of commercial or non-commercial nature.
  5. The minimum distances between any two schools shall ordinarily be not more than ten (10) kilometers for primary schools and not more than twenty-two (22) kilometers for secondary schools. In some cases, it may be necessary to establish satellite Infant School Centres to enable all school – going learners to access quality education at the appropriate age.
  6. The following documents will be required to support the application for a new school in any area:
    - ED1 forms for primary schools and ED7 forms for secondary schools.
    - An ordinance survey map of the area where the proposed school is to be established.
    - A proposed constitution and the names of the board of governors should be provided for all schools. Such a board of governors shall include a Ministry of Education representative nominated by the Provincial Education Director on behalf of the Secretary for Primary and Secondary Education.
- Responsible Authorities should submit their application for the establishment of the proposed school 18 months before the date the school intends to open for the first time.
7. Responsible Authorities should submit their application for the establishment of the proposed school 18 months before the date the school intends to open for the first time.
  8. No new primary school shall be allowed to function until it has been registered, and such registration shall only be granted when the following have been satisfactorily completed or provided:
    - One administration block and toilets

- A minimum of five (5) Junior Education classrooms
  - A minimum of three teachers' houses as per approved designs
  - Adequate toilet facilities as prescribed by Model By-laws
  - A source of clean, potable water within 500 metres of the school
  - A library with adequate reading space
  - Four Infant Education classrooms with an outdoor play centre
  - Specialist rooms for Tech. /Voc. and Life skills education
9. No new secondary school shall be allowed to function until it has been registered, and such registration shall only be granted when the following have been satisfactorily completed or provided:
- One administration block and toilets
  - A minimum of six classrooms
  - One multi-purpose Science laboratory
  - At least five teachers' houses and toilets as per approved designs
  - Adequate toilet facilities as prescribed by Model By-laws
  - A source of clean, potable water within 500m of the school
  - Two specialist rooms as per approved designs
  - A library with adequate reading and research space
  - A guidance and counselling room
10. Schools shall be opened to children of all races and no school shall practice racism or discrimination on grounds of social class, economic status or under any grounds. It will be a requirement that the levels of all fees and levies to be charged shall be subject to the Secretary for Primary and Secondary Education's approval. Similarly, no other charges may be imposed on parents without the Secretary's approval. Failure to comply with the requirements may result in the withdrawal of authority to establish and construct the school and the institution may be de-registered if it had reached this stage
11. No school shall operate without the express written approval of the Secretary whose decision shall be final in all cases.

#### **Requirements for Establishment and Registration of an ECD Centre**

1. City health certificate
2. M.O. U/constitution
3. Proposed name of E.C.D. centre
4. Physical address of centre
5. Area to be served by centre
6. Number of children and age groups
7. Name and qualifications of teachers-nb.1 teacher: 20 children
8. Medical certificate and x-ray
9. Floor plan
10. Indoor space area-1:2.25 square metres
11. Outdoor space area with shade-1:5.5 square metres
12. Toilet closets-1:12
13. Wash basins-1:6
14. Complete ED 1 forms and submit to the DSI of the respective district.
15. Letter from mother school indicating all private ECD Centre attached to it and their enrolment and making an undertaking to supervise the centre.

## **Requirements to Register an Independent College**

The following requirements are needed for an Independent College to be registered.

Provincial Education Director's covering minute

1. Application letter by the owner of the college
2. Inspection report: Ministry of Primary and Secondary Education
3. Health Inspection report and certificate
4. ED83 form, duly completed
5. Title Deeds/Lease Agreement
6. Curriculum to be followed (subjects and level)
7. Bank Statement of US\$1 500 and above for security
8. Certificates (academic and professional) for the proposed teachers
9. Curriculum Vitae for the owner, teachers and Head/Principal of the college
10. Proposed constitution or working document of the college
11. Police clearance for the owner, director or principal
12. US\$500 for new registration
13. US\$800 annual fees for low density areas, US\$700 annual fees for high density areas and US\$500 annual fees for rural areas
14. US\$700 annual guarantee fees for low density areas, US\$700 annual guarantee fees for high density areas and US\$500 annual guarantee fees for rural areas
15. Architectural Plans showing administration offices, classrooms and ablution blocks.



## ANNEXURE D

### Delays in Processing of Applications for Registration and Establishment

Name of School	District/ Province	Date Signed By PED	Date Approved by Head Office	Approximate Number of Months Taken
<b>Application for registration</b>				
Tsatsi Secondary	Mazowe	12/05/16	12/02/18	21
CZA	Shamva	21/02/16	20/02/18	24
Defence College	Mazowe	08 /01/18	15/02/18	1
Brandon Sec	Guruve	12/01/18	23/04/18	3
Mukoma Sec	Mt Darwin	05/06/17	07/07/17	1
Mallon Independent College	Gweru	24/02/17	12/06/17	4
Paradise Pry	Kwekwe	19/06/17	23/01/18	8
Sarah Bata Sec	Gweru	18/10/17	19/02/19	17
Musasa Pry	Shurugwi	17/05/17	No reply as at the date of audit	Pending
Domboshava Sec	Masvingo	30/04/18	No reply as at the date of audit	Pending
Rocjopper Independent	Masvingo	30/04/18	No reply as at the date of audit	Pending
Nyajena Sec	Masvingo	11/01/18	No reply as at the date of audit	Pending
Conial Tower Academy	Masvingo	16/04/18	14/05/18	2
Masvingo Teachers College Pre-School	Masvingo	03/05/18	No reply as at the date of audit	Pending
Zvomupunga Pry	Masvingo	11/01/18	No reply as at the date of audit	Pending
Lirhanzo Pry	Masvingo	12/06/17	No reply as at the date of audit	Pending
Zishumbe Pry	Masvingo	22/02/17	No reply as at the date of audit	Pending
G and N Sec	Masvingo	30/04/18	No reply as at the date of audit	Pending
Above and Beyond Pry	Masvingo	16/05/18	No reply as at the date of audit	Pending
Berylin Academy	Masvingo	07/09/18	No reply as at the date of audit	Pending
Learning Ladders Pre School and Day Care Centre	Masvingo	14/05/18	No reply as at the date of audit	Pending
Judea Pry	Masvingo	09/07/18	No reply as at the date of audit	Pending

Lighthouse Christian Pre School	Masvingo	28/09/16	No reply as at the date of audit	Pending
Mvutho Pry	Imbizo	12/01/18	No reply as at the date of audit	
Angels	Imbizo	16/08/18	No reply as at the date of audit	Pending
Hope Pry	Khami	Initially submitted in 2015. Re-submitted 09/03/18	No reply as at the date of audit	Pending
Bulawayo Methodist Sec	Reigate	25/01/19	No reply as at the date of audit	Pending
Little Hearts ECD	Khami	16/08/18	No reply as at the date of audit	Pending
WASC ECD	Khami	04/01/18	No reply as at the date of audit	Pending
Fairlands ECD	Khami	04/01/18	No reply as at the date of audit	Pending
Little Lambs ECD	Imbizo	04/01/18	No reply as at the date of audit	Pending
Morningstar ECD	Imbizo	05/03/18	No reply as at the date of audit	Pending
Mickey Michaels ECD	Mzilikazi	28/02/18	No reply as at the date of audit	Pending
Lobengula BCC ECD	Mzilikazi	16/08/18	No reply as at the date of audit	Pending
Pumula East BCC ECD	Mzilikazi	16/08/18	No reply as at the date of audit	Pending
Assemblies of God ECD	Mzilikazi	16/08/18	No reply as at the date of audit	Pending
Ladybird ECD	Mzilikazi	04/01/18	No reply as at the date of audit	Pending
Kids Club ECD	Mzilikazi	16/08/18	No reply as at the date of audit	Pending
Beefay 10 ECD	Mzilikazi	24/10/18	No reply as at the date of audit	Pending
Thembalezizwe ECD	Mzilikazi	24/10/18	No reply as at the date of audit	Pending
William Harvey ECD	Mzilikazi	24/10/18	No reply as at the date of audit	Pending
Bundles of Joy ECD	Mzilikazi	16/08/18	No reply as at the date of audit	Pending
Little Angel ECD	Mzilikazi	24/10/18	No reply as at the date of audit	Pending
<b>Application for authority to establish and construct</b>				
Nyamavanga Pry	Mazowe	16/10/17	No reply as at the date of audit	Pending
Good Shepherd Infant School	Guruve	16/11/16	No reply as at the date of audit	Pending
Chipadze Farm Pry	Bindura	06/09/17	05/04/18	7
Manatsa Pry	Mberengwa	30/03/16	27/06/16	3
Impali Pry	Shurugwi	31/05/16	12/09/16	4
Madigane Sec	Gweru	29/04/16	13/06/16	2

Wychley Pry	Kwekwe	11/04/16	13/06/16	3
Sebanga Adventist Pry	Shurugwi	12/08/16	12/11/16	4
Davids Sunrise Pry	Gweru	12/08/16	No reply as at the date of audit	Pending
Matetsi Sec	Mberengwa	24/02/17	17/05/16	3
Kubatana Sec	Shurugwi	13/02/17	15/05/17	4
Mtevoidze Pry	Mberengwa	24/02/17	22/05/17	3
Mberengwa Sec	Mberengwa	07/12/16	09/05/19	6
Mbizo Christian Pry	Kwekwe	19/06/17	No reply as at the date of audit	Pending
Jairos Jiri Satellite Sec	Gweru	19/06/17	07/08/18	3
Happy Day ECD	Gweru	25/06/18	No reply as at the date of audit	Pending
Nyaradza Pry	Gokwe	07/07/18	No reply as at the date of audit	8
Matedzi Pry	Masvingo	11/06/17	No reply as at the date of audit	Pending
Chiwawa Sec	Masvingo	05/01/17	No reply as at the date of audit	Pending
Boli Sec	Masvingo	20/01/17	No reply as at the date of audit	Pending
Chatsworth Sec	Masvingo	10/04/16	No reply as at the date of audit	Pending
Fern Valley Junior	Masvingo	20/02/17	12/04/18	15
Save Adventist High	Masvingo	12/06/16	21/02/17	9
Destiny Pry	Khami	14/09/18	No reply as at the date of audit	Pending
N.V Pry	Reigate	20/09/17	No reply as at the date of audit	Pending
Carol's Paradise Pry	Reigate	17/09/18	No reply as at the date of audit	Pending

## ANNEXURE E

### Type of Schools or Subjects Supervised by School Inspectors

Inspector Number	District	Qualifications	Primary or Secondary Trained	Area of Specialisation	Type of School or Subjects Inspected
0030834P	Masvingo	CE,BED-Maths	Secondary	Maths	All Secondary school subjects
0036699P	Masvingo	CE,BED(MW &WW)	Secondary	Metal work & Wood work	All Secondary school subjects
0701357T	Masvingo	CE,BA English	Secondary	English	Primary
0274616V	Kariba	BED Admin, Dip in Ed	Primary	Religious Studies	ECD, Primary and Secondary
0274455V	Kariba	CE,BA English	Secondary	English	ECD, Primary and Secondary
0267861C	Hurungwe	BED Admin, MED Educational Leadership and Management	Primary	Environmental Science	ECD, Primary and Secondary
0232939T	Hurungwe	CE,BED Admin	Primary	History	ECD, Primary and Secondary
0236229V	Chegutu	MED (EAPPS),BED (EAPPS),CE	Primary	English	ECD, Primary and Secondary
0853697F	Chegutu	DE,bED,MED	Primary	Social Studies	ECD, Primary and Secondary
0856480F	Makonde	DE,BED,MED	Primary	Geography	ECD, Primary and Secondary
0856228G	Makonde	BA General, Post Grad DE Dip in PM	Secondary	History, Shona	ECD, Primary and Secondary
0235614B	Sanyati	CE,BA Shona	Secondary	Shona	ECD, Primary and Secondary
0247220R	Gokwe North	BED Admin	Primary		ECD, Primary and Secondary
08907395 C	Gokwe North	BED Biolog, MED APP	Secondary	Science	ECD, Primary and Secondary
0231486P	Kwekwe	CE,BED Hist	Secondary	History	ECD, Primary and Secondary
0313235X	Shurugwi	CE,BED,APS	Primary		ECD, Primary and Secondary
0862881N	Zvishavane	Lcentiate in ed Maths	Secondary	Maths	ECD, Primary and Secondary

## ANNEXURE F

### Teacher to pupil ratio

Name of School	Date of Report/ Visit	Grade/ Form	Standard Ratio	Ratio in Class	Excess Pupils per Teacher
Trojan Primary	16/05/17	ECD A	1:20	1:42	22
Triple Tee ECD Centre	22/01/17	ECD A	1:20	1:37	17
Chipadze High	14/03/18	2D	1:33	1:47	14
		3C	1:33	1:53	20
		4D	1:33	1:53	20
		5 Arts	1:20	1:47	27
		6 A	1:20	1:52	32
Chipadze Primary	14/03/18	ECD A	1:20	1:55	35
		ECD B	1:20	1:59	39
		Grade 2	1:40	1:52	12
		Grade 4	1:40	1:52	12
		Grade 6	1:40	1:59	19
Wayerera Sec	20/06/18	Form 1	1:33	1:65	32
		Form 2	1:33	1:65	32
		Form 3	1:33	1:60	27
		Form 4	1:33	1:50	17
Wayerera Pry	20/06/18	ECD A	1:20	1:74	54
		ECD B	1:20	1:79	59
		Grade 2	1:40	1:72	32
		Grade 4	1:40	1:57	17
		Grade 6	1:40	1:50	10
First Class Academy	13/06/18	Form 3	1:33	1:49	16
		Form 5	1:20	1:36	16
Mhanyame Primary	15/02/19	ECD AA	1:20	1:55	35
		ECD AB	1:20	1:55	35
		1A	1:40	1:51	11

		1B	1:40	1:53	13
		1C	1:40	1:47	7
Chekai High	19/02/19	Form 1 A <sup>1</sup>	1:33	1:42	9
		Form 2 A <sup>1</sup>	1:33	1:50	17
Chikarudzo Pry	19/02/19	3	1:40	1:51	11
		ECD B	1:20	1:45	25
Morgenster CPS	28/01/19	2B	1:40	1:45	5
		3A	1:40	1:45	5
Chirichoga High	20/02/19	Form 1B	1:33	1:82	49
		Form 1C	1:33	1:85	52
		Form 2B	1:33	1:84	51
		Form 2C	1:33	1:90	57
Chikato Gvt Pry	20/02/19	1 South	1:40	1:53	13
		3 East	1:40	1:55	15
Vision Academy	20/02/19	Form 1	1:33	1:82	49
		Form 2	1:33	1:90	57
		Form 3	1:33	1:102	69
		Form 4	1:33	1:120	87
Farmak Preschool	20/02/19	ECD A	1:20	1:25	5
		ECD B	1:20	1:19	-1
Emganwini High	18/02/19	Form 1 <sup>4</sup>	1:33	1:54	21
		Form 3 <sup>4</sup>	1:33	1:58	25
Kensington Pry	27/02/19	2	1:40	1:65	25
		3	1:40	1:68	28
		6	1:40	1:72	32
Mahlathini Pry	28/02/19	4A <sup>2</sup>	1:40	1:50	10
		4B <sup>1</sup>	1:40	1:50	10
		5C <sup>2</sup>	1:40	1:48	8
Takunda Pry	06/03/19	ECD A	1:20	1:50	30
		ECD B	1:20	1:53	33
		1 <sup>1</sup>	1:40	1:68	28
		1 <sup>2</sup>	1:40	1:73	33

Bumburwi Pry	06/03/19	ECD A	1:20	1:30	10
		2B	1:40	1:57	17
		2G	1:40	1:51	11
Chinhoyi Pry	12/03/19	ECD B1	1:20	1:51	31
		ECD B4	1:20	1:52	32
		1A	1:40	1:60	20
Nemakonde High	11/03/19	Form 1D	1:33	1:56	23
		Form 2C	1:33	1:60	27
		Form 4B	1:33	1:57	24

## ANNEXURE G

### Pupil to Squat Hole Ratio

School/College	Number of Pupils	Number of Squat Holes	Ratio	Excess Pupils per Squat Hole
Chipadze Primary	2 573	34	1:76	56
Wayerera Secondary	703	17	1:41	21
Wayerera Primary	1 544	24	1:64	44
SOS Maizelands	565	17	1:33	13
Chipadze Secondary	1 813	26	1:70	50
Chipadze Primary Extension	454	8	1:57	37
Kush Academy	132	4	1:33	13
Dangamvura Primary	2 300	32	1:72	52
Chikanga Primary	1 460	36	1:41	21
ST Mary's Secondary	641	16	1:40	20
Vulturesvale Academy	124	5	1:25	5
Vision Academy	418	7	1:60	40
Chekai High	460	31	1:15	Adequate
Chirichoga High	1015	29	1:35	15
Chikarudzo Government Pry				
ECD	78	9	1:9	Adequate
Upper classes	406	9	1:45	25
Morgenster Central				
ECD	66	4	1:17	5
Upper classes	479	28	1:17	Adequate
Chikato Government Pry				
ECD	481	18	1:27	15
Upper classes	714	12	1:60	40



Farmak Preschool	71	6	1:12	Adequate
Rainbow Nursery	28	5	1:6	Adequate
Zimbabwe College	63	10	1:6	Adequate
Emganwini High	875	17	1:51	31
Emsizini Sec	180	26	1:7	Adequate
Lochview Pry				
ECD	140	6	1:23	11
Upper classes	501	10	1:50	30
Kensington Pry				
ECD	72	4	1:18	6
Upper classes	391	21	1:19	Adequate
Foundation College	250	18	1:14	Adequate
Apple Valley (ECD)	69	8	1:9	Adequate
Newton Pre Prep (ECD)	50	4	1:13	Adequate
Ecosight College	120	10	1:12	Adequate
Somabhula Sec	140	16	1:9	Adequate
Tangwena Sec	334	7	1:48	28
Takunda Government Pry				
ECD	191	14	1:14	2
Upper classes	2 411	32	1:75	55
Tiny Tots (ECD)	137	8	1:17	5
Midlands Pre School (ECD)	11	2	1:6	Adequate
King Solomom College	93	9	1:10	Adequate
Biri Sec	216	12	1:18	Adequate
Nemakonde Government High	3 396	68	1:50	30
Mburungwe Sec	78	11	1:7	Adequate
Chinhoyi Government Pry				

ECD	235	8	1:29	17
Upper classes	2 343	41	1:57	37
Chikonohono Government Pry	2 807	46	1:61	41
Mhanyame Pry	1 179	36	1:33	13
Little Tots ECD	29	4	1:7	Adequate
Loving Arms Pre School ECD	87	6	1:15	3

## ANNEXURE H

### Misplaced Teachers

E.C Number	Qualifications	Area of Specialisation	Level Currently being Taught	Level Supposed to Teach
<b>Makonde District</b>				
0977108Y	Dip Ed Sec	Cosmetology	Primary	Secondary
-	Dip Ed Sec	Commerce/ Accounts	Primary	Secondary
0993880K	Dip Ed Sec	History/ Geography	Primary	Secondary
5217346C	Dip Ed Sec	Physical Education	Primary	Secondary
5507468R	Dip Ed Sec	History/ Geography	Primary	Secondary
0921647P	Dip Ed Sec	Home Economics	Primary	Secondary
-	Dip Agriculture	Agriculture	Primary	Secondary
0984640K	Dip Ed Sec	History/ Music	Primary	Secondary
5505656H	Dip Religious Studies	Religious Studies	Primary	Secondary
0141426Y	Dip Ed Sec	-	Primary	Secondary
0938812X	Dip Ed Sec	-	Primary	Secondary
0958763H	Dip Ed Sec	Home Economics	Primary	Secondary
5217249X	Dip Ed Sec	Religious	Primary	Secondary
520835A	Dip Ed Sec	-	Primary	Secondary
5504050M	Dip Business	Business Studies	Primary	Secondary
5300293M	Dip Religious Studies	Religious Studies	Primary	Secondary
5507365Q	Dip Religious Studies	Religious Studies	Primary	Secondary
0924227T	Dip Vocational Technical	Clothing Textiles	Primary	Secondary
-	Dip Automotive Engineering	Automotive Engineering	Primary	Secondary

<b>Gweru District</b>				
2912377B	Diploma in Education	Woodwork	Primary	Secondary
5209649L	Diploma in Education	Woodwork	Primary	Secondary
0926433R	BED Textiles and Diploma in Education	Home Economics	Primary	Secondary
0927693L	Diploma in Education	Home Economics	Primary	Secondary
5910176D	Diploma in Education	Home Economics	Primary	Secondary
0921830N	Diploma in Education	PE & English	Primary	Secondary
0792899W	Diploma in Education	Home Economics	Primary	Secondary
0933680T	Diploma in Education plus Psychology	Home Economics	Primary	Secondary
0350644J	BED Home Economics	Home Economics	Primary	Secondary
5103781M	Diploma in Education	Woodwork	Primary	Secondary
0796554T	Diploma in Education	Home Economics	Primary	Secondary
0894809S	Dip Ed Sec	Shona	Primary	Secondary
0997344T	Dip Ed Sec	P.E	Primary	Secondary
5915711V	Dip Ed Sec	P.E	Primary	Secondary
0971086C	Dip Ed Prim General	Maths	Secondary	Primary
0136443G	Dip Ed General	Agriculture	Secondary	Primary
0959019L	Dip Ed General	Agriculture	Secondary	Primary

