

# A Critical Analysis of the One Hundred Years of Growth and Development of Technical and Vocational Education Policy in Zimbabwe: 1890 - 1990

BY

Munyaradzi Alexander Zengeya

A Thesis Presented to the Faculty of Education in Fulfillment of  
the Requirements of the Degree of Doctor of Philosophy

Department of Adult Education

University of Zimbabwe, Harare  
(2007)

## DEDICATION

This research study is dedicated to the Zengeya family, especially my late grand parents, Sekuru Nhorito Patrick and Ambuya Mavis Manditeya; my parents Baba Tarutora Miles and Amai Jessy Mandisema; my loving wife Grace; and to my children Chipu, Beauty, Mavis, Tapiwa, Rudo, Farai, Munyaradzi, Rutendo, Tanaka and Natasha.

## **ACKNOWLEDGEMENTS**

This research was carried over a period of eight years, from 1997 to 2004. Over this period, many people contributed in various ways to the final outcome of the thesis. Those that contributed are too many to mention here, but I would like to register my gratitude to a few. Let me start with my supervisors from the University of Zimbabwe. These were the late Professor C. E. M. Chikomba, Professor C. Nherera, Professor M. J. Matshazi (my former lecturer and mentor who gave me the first useful and informed guidance with the study), Dr. O. Mandebvu (who took over from Prof. Nherera and guided me in a manner that gave me a lot of confidence and vigor), Professor Angela Little of the University of London's Institute of Education (who helped me search for information during my visit to London) and Professor O. Shumba (who played the most significant part in guiding me to produce the final thesis report). Professor Shumba's expert advice and patience led to the completion of the research project. Prof. N. D. Atkinson assisted greatly with useful comments throughout the entire period of the research project.

In the Ministry of Higher and Tertiary Education I would like to express my gratitude for assistance rendered by Mrs. Chitonho, the ministry librarian, Mr. G. Chivanda, the Director of Manpower Planning and Mr. K. Ramajan, the Deputy Director for Industrial Training and Trade Testing. Their contribution with information on ministry policy was invaluable.

Mr. Ndokera of the National Archives and Mr. Mtape of the University of Zimbabwe Library's Government Publications section were very helpful with the identification of relevant documents.

My final note of appreciation goes to the entire Zengeya family for their encouragement and support during the study period. My father played a very important role both as information provider and source of inspiration and encouragement, having been a former principal of a community service-training centre. My wife and children were very understanding and accommodating in the times I had to focus on the study.

## TABLE OF CONTENTS

	PAGE
DEDICATION .....	ii
ACKNOWLEDGEMENTS .....	iii
LIST OF ABBREVIATIONS .....	x
LIST OF TABLES .....	xii
LIST OF MAPS AND FIGURES .....	xiii
ABSTRACT .....	xiv
<b>CHAPTER 1: INTRODUCTION</b>	
1.0 THE STUDY CONTEXT .....	1
1.0.1 A brief History .....	4
1.0.2 Membership of International Bodies .....	7
1.0.3 Zimbabwe’s Socio-Economic Challenges .....	8
1.1 PURPOSE OF THE STUDY .....	9
1.2 JUSTIFICATION FOR THE STUDY .....	10
1.3 THE RESEARCH QUESTIONS .....	11
1.4 SIGNIFICANCE OF THE STUDY .....	12
1.5 SCOPE AND DELIMITATION OF THE STUDY .....	13
1.6 ASSUMPTIONS GUIDING THE STUDY .....	14
1.7 LIMITATIONS OF THE STUDY .....	15
1.8 DEFINITION OF TERMS .....	16
1.9 SUMMARY .....	19
<b>CHAPTER 2: THE TECHNICAL AND VOCATIONAL EDUCATION POLICY GROWTH AND DEVELOPMENT ENVIRONMENT</b>	
2.0 INTRODUCTION .....	21
2.1 THE CONCEPT OF TECHNICAL AND VOCATIONAL EDUCATION .....	22
2.1.1 Human Resource Development and Adult Education .....	24
2.1.2 Vocational Education, Technical Training and General Education .....	25
2.1.3 Technical and Vocational Education and Socio-economic Development .....	28
2.1.4 Functions of Technical and Vocational Education Policy .....	33
2.1.5 Why Policy Changes .....	35
2.2 ANALYSING POLICY GROWTH AND DEVELOPMENT .....	36
2.2.1 The Policy Growth and Development cycle .....	37
2.2.2 Policy Growth and Development Indicators .....	38
2.2.3 Research Findings and Policy Reform .....	40

2.3	HISTORY OF TECHNICAL AND VOCATIONAL EDUCATION .....	42
2.3.1	The Roots of Policy Growth and Development .....	43
2.3.2	Vocational Education in Nineteenth Century Europe .....	44
2.3.3	Vocational Education in the United States of America .....	45
2.3.4	Vocational Education in the United Kingdom .....	50
2.4	PRE-COLONIAL AFRICA'S POLICIES .....	54
2.5	COLONIAL AFRICA'S POLICIES .....	55
2.6	POST-COLONIAL AFRICA'S POLICIES .....	58
2.7.1	Trends Soon After Independence .....	59
2.7	POLICY CHALLENGES FOR AFRICAN COUNTRIES .....	62
2.8	COMPARING WESTERN AND AFRICAN POLICIES .....	63
2.9	THE FUTURE FOR POLICY .....	67
2.9.1	The Worker of the 1980s and Beyond .....	67
2.9.2	The Generic Skills for the 1980s and Beyond .....	69
2.10	SUMMARY .....	70

### **CHAPTER 3: THE RESEARCH METHODOLOGY**

3.0	INTRODUCTION .....	72
3.1	THE METHODOLOGY.....	73
3.1.1	Adoption of The Qualitative Paradigm .....	73
3.1.2	The Historical Methodology .....	75
3.1.3	Justification for the Survey .....	77
3.2	HOW THE DATA WERE COLLECTED AND ANALYSED .....	78
3.2.1	Data from Documentary Sources .....	79
3.2.2	Verification of Data From Documents .....	80
3.2.3	Data from the Survey and Interviews .....	82
3.2.4	Assessing Technical and Vocational Education Policy Growth and Development .....	85
3.2.5	Organisation of Results .....	86
3.3	SUMMARY .....	89

### **CHAPTER 4: TECHNICAL AND VOCATIONAL EDUCATION POLICY DURING RULE BY THE BRITISH SOUTH AFRICAN COMPANY (BSAC): 1890 – 1923**

4.0	INTRODUCTION .....	90
4.1	ZIMBABWE BEFORE BRITISH SOUTH AFRICAN RULE .....	91
4.1.1	Education and Training Before Colonisation .....	92
4.1.2	The Social Groups of European Origin .....	94
4.2	ZIMBABWE SOON AFTER COLONISATION .....	95
4.3	EARLY COLONIAL POLICY .....	98
4.3.1	Politics During BSAC Rule .....	99
4.3.2	Policy Under BSAC Rule .....	101
4.3.3	BSAC Policy and Mission Work .....	106
4.4	POLICY FORMULATION FRAMEWORK: 1890 – 1923 .....	108
4.4.1	Colonial Policy Within Ordinances .....	109
4.4.2	Commissions of Inquiry: 1890 – 1923 .....	119

4.5	THE DOMINANT ECONOMIC ACTIVITIES .....	114
4.5.1	Early Policy and Occupations .....	115
4.6	POLICY IMPLEMENTATION DURING BSAC RULE .....	122
4.6.1	Education for Europeans .....	122
4.6.2	Evening Schools and Workshops .....	125
4.6.3	Education for Asians and Coloureds .....	126
4.6.4	Education for Africans .....	127
4.7	ANALYSIS OF POLICY GROWTH AND DEVELOPMENT: 1890-1923 ..	130
4.7.1	How did Policy Grow and Develop During BSAC Rule .....	131
4.7.2	The Social, Political and Economic Influences on Policy: 1890 – 1923	132
4.7.3	The Effects of International Trends on Policy Growth and Development .....	134
4.7.4	Graduates and Spcio-Economic Development .....	135
4.9	SUMMARY .....	136

**CHAPTER 5: TECHNICAL AND VOCATIONAL EDUCATION  
POLICY GROWTH AND DEVELOPMENT DURING  
RESPONSIBLE GOVERNMENT: 1924 – 1980**

5.0	INTRODUCTION .....	138
5.1	BRITISH EDUCATIONAL POLICY IN TROPICAL AFRICA (1925) .....	139
5.2	ZIMBABWE’S SOCIO-POLITICAL ENVIRONMENT: 1924 - 1980 .....	141
5.2.1	International Influences .....	143
5.2.2	The Federation of Rhodesia and Nyasaland .....	144
5.2.3	The Unilateral Declaration of Independence .....	143
5.3	EDUCATION COMMISSIONS AND POLICY .....	146
5.3.1	The Hadfield Commission (1925) .....	147
5.3.2	The Tate Commission (1929) .....	149
5.3.3	The Fox Commission (1935) .....	151
5.3.4	The Kerr Commission (1952) .....	152
5.3.5	The Judges Commission (1962) .....	155
5.4	POLICY WITHIN LEGISLATION .....	157
5.4.1	Legislation for Africans .....	158
5.4.2	Legislation for all Races .....	160
5.4.2.1	Industrial Conciliation Act (1934) .....	161
5.4.2.2	Apprenticeship Act (1959) .....	162
5.4.2.3	Apprenticeship Act (1968) .....	165
5.4.2.4	Vocational Education and Training Act (1978) .....	168
5.4.2.4	Vocational Education and Training Regulations (1979) .....	170
5.5	EFFECTS OF LEGISLATION .....	172
5.5.1	Relics from BSAC Policy .....	174
5.5.2	Separate Provision for Africans .....	174
5.5.3	Reliance on Expatriate Labour .....	179
5.6	ESTABLISHMENT OF TECHNICAL INSTITUTIONS .....	184
5.7	ESTABLISHMENT OF A UNIVERSITY .....	186
5.8	DATA FROM SURVEY AND INTERVIEWS.....	191

5.9	ANALYSIS OF POLICY GROWTH AND DEVELOPMENT: 1924-1979 ..	196
	5.9.1 How Did Policy Grow and Develop Between 1924 and 1979 .....	197
	5.9.2 The Social, Political and Economic Influences on Policy: 1924-1979 ...	198
	5.9.3 Influence of International Trends on Policy .....	200
	5.9.4 Policy and Socio-Economic Development .....	201
	5.9.5 Legacy of Policy From Period Apparent as at 1990 .....	202
5.10	SUMMARYS .....	202

**CHAPTER 6: TECHNICAL AND VOCATIONAL EDUCATION  
POLICY GROWTH AND DEVELOPMENT AFTER  
INDEPENDENCE: 1980 – 1990**

6.0	INTRODUCTION .....	205
6.1	THE ARMED STRUGGLE AND EDUCATION POLICY .....	206
6.2	POLICY SOON AFTER INDEPENDENCE .....	208
	6.2.1 Manpower Surveys: 1981 - 1990 .....	209
	6.2.2 The Three-Year Transitional Plan (1982) .....	215
	6.2.3 The Manpower Planning And Development Act (1984) .....	220
	6.2.4 The National Manpower Advisory Council .....	222
	6.2.5 The Zimbabwe Manpower Development Fund .....	224
6.3	MINISTRY OF HIGHER EDUCATION .....	228
	6.3.1 The Shortcomings of the Manpower Planning And Development Act of 1984 .....	230
6.4	POLICY GROWTH AND DEVELOPMENT: 1980 – 1990 .....	233
6.5	CONSEQUENCES OF POST-INDEPENDENCE POLICY .....	238
	6.5.1 Primary School Enrolments, Dropouts and Graduates .....	239
	6.5.2 Secondary School Enrolments, Dropouts and Graduates .....	245
	6.5.3 Tertiary Institutions Enrolments .....	250
	6.5.4 University Education in Zimbabwe .....	252
	6.5.5 Enrolments in Teachers' Colleges .....	259
	6.5.6 Technical and Polytechnic Education .....	262
	6.5.7 Ministry of Health Training Programmes .....	263
	6.5.8 Ministry of Agriculture Colleges .....	266
6.6	POLICY GROWTH AND DEVELOPMENT CHALLENGES .....	268
	6.6.1 School Dropouts .....	271
	6.6.2 Large Number Of School Graduates .....	271
	6.6.3 Increase Female Participation In Engineering Fields .....	273
	6.6.4 Training for Rural Agriculture .....	276
	6.6.5 Under-Utilisation Of Government Colleges .....	279
	6.6.6 High Unemployment Rate for College Graduates .....	281
	6.6.7 Diversified Range of College Programmes .....	282
	6.6.8 Regular Forecasts of Human Resources Needs .....	284
	6.6.9 Training for the Informal Sector .....	287
	6.6.10 Harmonising Human Resources Development Policy .....	289



6.7	ANALYSING POLICY GROWTH AND DEVELOPMENT: 1980-1990 ....	289
	6.7.1 Policy Growth and Development: 1980-1990 .....	290
	6.7.2 Social, Political and Economic Influences on Policy: 1980-1990 .....	291
	6.7.3 Influences of International Trends on Policy: 1980-1990 .....	294
	6.7.4 Policy and Human Skills for Socio-Economic Development .....	295
	6.7.5 Legacy from Colonial Policy: 1980-1990 .....	297
	6.7.6 Suggestions for Future Policy Growth and Development .....	297
	6.7.7 Comparing Data from Documents and from the Survey .....	300
6.8	SUMMARY .....	302
<b>CHAPTER 7: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS</b>		
7.0	INTRODUCTION .....	304
7.1	SUMMARY .....	304
7.2	CONCLUSIONS AND RECOMMENDATIONS .....	313
8.0	REFERENCES .....	317
9.0	LIST OF APPENDICES	
	APPENDIX I: LETTER OF INTRODUCTION .....	331
	APPENDIX II: RESEARCH QUESTIONNAIRE/INTERVIEW SCHEDULE .....	332
	APPENDIX III: EDUCATION ORDINANCE OF 1899 .....	335
	APPENDIX IV: MANPOWER PLANNING AND DEVELOPMENT ACT 1984 .....	341

## LIST OF ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
ARM	Annual Review of Manpower
BSAC	British South African Company
CGLI	City and Guilds of London Institute
CIDA	Canadian International Development Agency
CIFOZ	Construction Industry Federation of Zimbabwe
COMESA	Common Market for Eastern and Southern Africa
CRADU	Curriculum Research and Development Unit
CSO	Central Statistical Office
ESAP	Economic Structural Adjustment Programme
EU	European Union
FEEB	Further Education Examination Board
HEXCO	Higher Education Examinations Council
HIV	Human Immunodeficiency Virus
HND	Higher National Diploma
HRD	Human Resource Development
ILO	International Labour Organisation
ITB	Industrial Training Boards (Zimbabwe)
LEA	Local Education Authorities (Britain)
MANDATA	Manpower Development Training Authority
MSC	Manpower Service Commission
NAMACO	National Manpower Advisory Council
NC	National Certificate
ND	National Diploma
NECF	National Economic Consultative Forum
NEPAD	New Partnership for Africa's Development
NERDU	National Examinations Research and Development Unit
NFC	National Foundation Certificate
NGO	Non-Governmental Organisation
NVCQ	National Vocational Competencies and Qualifications
PVC	Pre-Vocational Certificate
RNLB	Rhodesia Native Labour Bureau
SADC	Southern African Development Community
SANC	South African National Certificate
SANEB	South African National Examining Board
SCN	State Certified Nurse
SRN	State Registered Nurse
TVE	Technical and Vocational Education
UDI	Unilateral Declaration of Independence
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIDO	United Nations Development Organisation
USAID	United States Development Aid
UZ	University of Zimbabwe
ZANU	Zimbabwe African National Union

ZANU (PF)	Zimbabwe African National Union (Patriotic Front)
ZAPU	Zimbabwe African People's Union
ZCTU	Zimbabwe Congress of Trade Unions
ZIMDEF	Zimbabwe Manpower Development Fund
ZIMFEP	Zimbabwe Foundation for Education with Production
ZIMPREST	Zimbabwe Programme for Economic and Social Transformation
ZINTEC	Zimbabwe Integrated National Teacher Education Course

## LIST OF TABLES

	<b>PAGE</b>
Table 3.1 Relationship Between Items in Questionnaire and Research Questions	84
Table 3.2 The Methodological Plan .....	87
Table 4.1 Zimbabwe's Population: 1901 – 1921 .....	96
Table 5.1 Rhodesia's Migration: 1964 - 1980 .....	180
Table 6.1 Primary School Dropouts by Enrolment Cohorts: 1980 – 1990 .....	242
Table 6.2 Primary School Graduates Progression: 1980-1990 .....	243
Table 6.3 Secondary School Leavers: 1980-1990 .....	248
Table 6.4 Technical College Female Enrolment Percentages: 1989 – 1990 .....	274
Table 6.5 1992 Census: Employed Zimbabweans .....	275
Table 6.6 Percentage Occupational Classification By Rural And Urban Areas, 1987 .....	277
Table 7.1 Comparative Analysis of TVE Policy Growth and Development: 1980 – 1990 .....	306

## LIST OF MAPS AND FIGURES

	<b>PAGE</b>
Map I	5
Figure 2.1	38
Figure 4.1	97
Figure 4.2	107
Figure 4.3	110
Figure 4.4	119
Figure 4.5	120
Figure 4.6	124
Figure 5.1	190
Figure 6.1	240
Figure 6.2	241
Figure 6.3	246
Figure 6.4	247
Figure 6.5	251
Figure 6.6	254
Figure 6.7	259
Figure 6.8	263
Figure 6.9	265
Figure 6.10	267

## **ABSTRACT**

By the year 1990, Zimbabwe was experiencing strong socio-economic development challenges needing the critical attention of its policy makers. For example, the country's 1992 population census revealed that unemployed citizens constituted twenty-two percent of the population and fifty-three percent of them were holders of either certificates, diplomas or degrees from tertiary institutions, suggesting a mismatch between technical and vocational education (TVE) policy growth and development and socio-economic development. This study was carried out in order to learn from the past and propose a more effective policy direction for the future. It sought to determine whether Zimbabwe's TVE policy growth and development process between 1890 and 1990 had a distinct pattern, and whether the process was influenced by international trends and by identified human resources needs for socio-economic development. In addition, the study sought to identify the aspects of TVE policy growth and development from Zimbabwe's history that were apparent in policy within the country ten years after independence.

Utilising a historical methodology that combined document analysis and a survey, the study revealed that early TVE policy growth and development in Zimbabwe was based on Victorian principles and later on Marxist-Lenninist principles. Nevertheless, it lacked a local focus and clarity for one-hundred years. This was mainly because of the TVE system's failure to meet local demand for training and the rather high underutilisation of system graduates between 1890 and 1990. As a solution, the study recommended that Zimbabwe's TVE policy grows and develops in a direction that: best addresses identified strategic national socio-economic focal points; develops

identified core skills; effectively addresses the TVE needs of socially disadvantaged groups; urgently establishes centres of excellence; reduces the number of training programmes within tertiary institutions that are duplications leading to a wastage of training resource; gives increased responsibilities for supervising TVE activities to the Ministry of Higher and Tertiary Education; makes all economically active adult Zimbabweans contribute towards a training levy; and gives special consideration to the TVE needs of school dropouts. This researcher believes that implementing these recommendations will result in a more effective, focused and clearer TVE policy growth and development for Zimbabwe.