Review of the Ministry of Education Sector Plan

Zambia

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Review of the Ministry of Education Sector Plan

Zambia

MOE/PLAN/SECTOR/CONS/001/2006

Independent Review 2006

Final Report

May 2007

Map of Zambia

The Key Message

'…The answer does not lie in designing better reform strategies…No amount of sophistication in strategizing for particular policies will ever work .It is simply unrealistic to expect that introducing reforms …in a situation which is ***basically not organized to engage in change*** …will do anything but give reform a bad name'.

(M. Fullan, Change Forces, 2003)

The key question is therefore:

IS THE ZAMBIAN EDUCATION SYSTEM
– INCLUDING ALL THE STAKEHOLDERS –
ORGANIZED TO ENGAGE IN CHANGE?

Key Challenges for the Zambian Education System

1. An integrated GRZ/Development Partner funding system (sector budget support) which reflects a) increased government funding to recommended EFA levels and b) increased external funding in line with national poverty reduction objectives.

2. A devolved system of service delivery based on a strong school-community management structure, accompanied by adequate school-based financing.

3. A new approach to quality education based on a) a professional, independent quality-responsible institution and b) clearly specified accountability responsibilities

4. A rejuvenated teacher development and deployment system based on community/School Board contracts, underpinned by a national agreement between GRZ and teacher unions.

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(in separate file)

List of Abbreviations

AfDB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
APU	Academic Production Unit
AWPB	Annual Work Plan and Budget
BECF	Basic Education Curriculum Framework
CBU	Copperbelt University
CDC	Curriculum Development Centre
CPD	Continuous Professional Development
CSEN	Children with Special Education Needs
DEB	District Education Board
DEBS	District Education Board Secretary
ECCDE	Early Childhood Care, Development and Education
ECD	Early Childhood Education
ECZ	Examinations Council of Zambia
EMIS	Education Management Information System
EoF	*Educating our Future*
ESIP	Education Sector Investment Programme
FBO	Faith Based Organisation
FNDP	Fifth National Development Plan
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GRZ	Government of Republic of Zambia
HIP	Harmonisation in Practice
HIPC	Highly Indebted Poor Country
HIV	Human Immunodeficiency Virus
HRAD	Human Resources and Administration Directorate
ICT	Information Communication Technology
IFMIS	Integrated Financial Management Information System
IRI	Interactive Radio Instruction
JASZ	Joint Assistance Strategy for Zambia
JICA	Japan International Co-operation Agency
MDG	Millennium Development Goal
MEPSU	Ministry of Education Purchasing and Supplies Unit
MoE	Ministry of Education
MoESP	Ministry of Education Strategic Plan
MOFNP	Ministry of Finance and National Planning
MoU	Memorandum of Understanding
MSTVT	Ministry of Science, Technology and Vocational Training
NER	Net Enrolment Ratio
NGO	Non-governmental organisation
NIF	National Implementation Framework
NISTCOL	National In-Service Training College

NQF	National Qualifications Authority
ODL	Open Distance Learning
OSF	Other Support Funds
OVC	Orphans and Vulnerable Children
TNDP	Transitional National Development Plan
PEMFAR	Public Expenditure Management and Financial Accountability Review
PEO	Provincial Education Office/Officer
PIU	Project Implementation Unit
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PSCAP	Public Sector Capacity Building Project
PSRP	Public Service Reform Programme
PTA	Parent Teachers' Association
PTR	Pupil Teacher Ratio
RNE	Royal Netherlands Embassy
SADC	Southern Africa Development Community
SHN	School Health and Nutrition
SIS	School Infrastructure Section
SP	Sector Plan
SSA	Sub-Saharan Africa
SWAp	Sector-Wide Approach
TA	Technical Assistance
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
TRC	Teachers' Resource Centre
TTCs	Teacher Training Colleges
UNZA	University of Zambia
UBE	Universal Basic Education
UPE	Universal Primary Education
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme
ZATEC	Zambia Teacher Education Course
ZNTB	Zambia National Tender Board
ZQA	Zambia Qualifications Authority

Executive Summary

Some Questions: here are four questions that have to be asked:

i) Is the education system serving the needs of Zambian society in the 21st Century?

ii) Is the policy the right policy, and is it being implemented efficiently, effectively, and innovatively?

iii) Are our schools places of vibrant learning?

iv) Are the right people held accountable for the success or failure of the system?

Some Answers:

i) a) No, it is not. Zambian students are not learning enough and they are not learning well and imaginatively enough. Too many Zambians are illiterate, women especially, and many of those said to be literate may not be so. Zambia has not yet begun to vigorously address the situation of Youth in Zambia.

ii) b) The policy – as articulated in 'Educating Our Future'- is the right policy for Zambia. The problem is that it is not being effectively implemented.

iii) c) Schools are generally not places of vibrant learning. Classrooms (and there are severe shortages of these and many are temporary) are often over-crowded, are not stimulating places for learning, have few teaching/learning resources and are managed by teachers who are often under-qualified, under-trained, and under-motivated.

iv) d) We find little sense of accountability throughout the system. Most want to defend their own positions and there is little sense of the fact that the system as a whole must be accountable to the parent, student, and community. At best, a culture of ritualistic reporting upwards to HQ seems to have developed, without a critical use, at the various levels of origin, of the data that is compiled.

Comment:

The above is not new; the situation is known to many. And many are trying to rectify the situation. The government is increasing (albeit slowly) fund availability to the sector, the Ministry of Education is developing structures to improve education provision (school based financing and education boards), donors (development partners) are coordinating their support efforts better to assist MoE, communities are more than 'pulling their weight' through constructing classrooms (including community schools), teachers' houses, etc. Teachers (though not all) are making great efforts to manage classes under very difficult circumstances.

So why is the situation as it is? There are many reasons, all complex, many interrelated and a good number outside the direct influence of the education sector itself. The spectre of HIV/AIDS looms large on the national scene and its impact on the education sector is critical.

Three propositions are forwarded for consideration. These are based on the reflections of the Review Team. They are presented more as *Propositions for Consideration* and not as findings from a thorough study of each of the issues; however, the team found consistent and persistent focus on these issues.

1. There is little **Accountability** within the system as a whole. A robust and viable education system must be accountable to the parent and the pupil. Who is held accountable when classrooms are not built or are not built with due speed (even when there are funds available)? Who is held accountable when teachers are absent (or take leave during term time)? Who is held accountable when textbooks are not provided?

2. There is little **Willingness to Change**. There is security in keeping things 'as they were': nobody's jobs or positions are threatened, no extra efforts have to be made to work in a new environment, and the 'workshop culture' guarantees additional income without having to really do anything. And besides, the system does not reward initiative. All of which lead to a fertile environment for extra-curricular income generation.

3. There is a need for **Leadership for Change**. Change has to take place at three levels a) community level: all (Basic) schools should become Community Schools[1]; b) District, High School, and College Education Boards have to become instruments for change c) the Central level must provide evidence-based policy making and technical leadership. In recent years there has been marked improvement at central level in terms of leadership from the Minister and PS levels, but this has not transmitted itself down to Directorate level and beyond.

What does the Zambian nation require of its education system, in order to address the questions raised above? We recommend serious consideration of the following proposals:

1. The Ministry becoming **more accountable** to communities than to donors. Joint Reviews should be **GRZ-Civil Society** reviews (to which of course

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[1] By this we do not mean the same as current Community Schools, exemplary as these are. We mean that the community must be responsible for the management of the school and that the government's role is to support schools through the provision of classrooms, teachers, textbooks and supervision. Head teachers and teachers become accountable to the communities.

    donors are invited). GRZ and Civil Society should sign and mutually monitor Review Aide Memoirs. **The Parliament's Committee on Education, Science and Technology** should also become a much more active body in relation to sector budget preparation, approval and monitoring.

2. An **Institute of Education** (replacing the Curriculum Development Centre) in order to highlight the issue of Education Quality. Such an institution could corporate three key areas: a) Education Research, b) Curriculum Development, and c) Teacher Development. The Institute would be a semi-independent body, lead and staffed by persons of high academic qualification and run by an independent Board. In this connection it is also recommended that an independent Education Standards Agency be established, located at the IoE, which would report to the National Education Council and to parliament.

3. A **National Education Council** which would ensure that education is kept on the national debate agenda and which would hold the Ministry of Education accountable to the people of Zambia.

The Sector Plan 2003-07 (MoESP)

The SP 03-07 is the first full response by MoE to the education policies articulated in 'Educating Our Future'. The SP document (including the Log Frame Analysis), the NIF, the Annual Work Plans and Performance Reports – were the main documentary sources of study.

In this Executive Summary we present key findings and recommendations for each of the sub-sectors.

Policy

Key Findings:

1. Policy has been dictated (rightfully so) by 'Educating Our Future', and the MDGs and EFA (as further articulated in the Dakar Framework for Action). The most recent document, the Education and Skills Development chapter of the FNDP, re-emphasizes the main areas of EoF and the objectives of the SP 2003-07. However, these documents provide at best a framework for policy development. Good policy is evidence-based policy. With the strengthening of EMIS, MoE now has the possibility to set up an evidence-based policy development unit. This unit however, needs to be backed up by an effective education research agenda, carried out independently of MoE.

2. The SP grew out of BESSIP, even if at the time (2002) the necessary studies for post-basic were not carried out but it was agreed to proceed to the SP on condition that the studies would be carried out as a matter of urgency. To date

three key studies have been carried out – the <u>High School Sub-Sector Review</u>, the <u>Teacher Education Review</u>, and the <u>Education Sector Public Expenditure Review</u>[2]. It is difficult to see that these reports have been internalized by MoE or that they have begun to influence planning in a significant manner. Two areas of critical importance remain: a) the integration of Education and Skills Development (that is, formal education and TEVET) so as to provide a more holistic approach to youth education and development, and b) tertiary level reform, including studies on rationalization of university programmes, private investment and provision, as well as studies into the use of IT to allow distance study and 'Open University' provision.

3. Much policy discussion is between MoE and the donor community – now filtered through the Lead Donor mechanism. Policy discussion should first and foremost be national in character – between the MoE and the academic community and civil society. The academic community has lost its 'bite' (mainly through lack of support) and civil society has not as yet fully developed a sufficient 'critical mass' of expertise to enable it engage effectively with government on policy and strategy development. While policy discussion with the donor community can help bring an international perspective to the debate (e.g. the Fast Track Initiative) and can also help in identifying key areas for technical support, the fact remains that in the long term the 'health' of the education sector depends on the dynamic tension between the state and civil society.

Policy Recommendations:

1. Move to evidence-based policy development. This will require a) an annual education research agenda (which could be agreed at the JARs), b) a mechanism for ensuring that studies/reports, etc. are not only debated by Top Management but acted upon by the Policy and Planning departments, c) the EMIS department informing MoE not only with descriptive statistics but with an annual report on 'The Policy & Planning Implications of EMIS 2006" and supplementary sub-sectoral reports.

2. Restructure the MoE to put a directorate of Policy and Planning in a more strategic position. Currently the relevant directorate deals with Planning and Information, and is on the same 'line' as other (implementation) directorates. A Policy and Planning Directorate, incorporating EMIS and research, should be 'elevated' to a position where it is above the other four directorates and separated from day-to-day implementation issues.

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[2] While references have been made to the PER in various documents (e.g. the FNDP), the main recommendations of the PER have not been taken on board.

3. Develop a more vibrant policy discussion forum. Strengthen the capacity of university departments to engage in policy development, especially Departments in the School of Education. Structure a policy discussion framework (not just the JAR) which would allow for more effective policy debate with civil society. Engage the parliamentary committee on education so that there is greater contestability in budget preparation and greater accountability of the system to parliament.

Basic Education

Key Findings:

1. MoE has performed well on all the indicators of access both gross and net. The sustained investment in basic education over the years has paid off. The contribution of BESSIP and community schools is of significance here. The main challenge the Ministry faces now is that of **safeguarding the achievements** scored in terms of access. Special attention should be paid to enrolling the 36.63% girls (seven year olds) who are still out of school.

2. Although there are improvements in the quality proxy indicators, MoE has not achieved the targets as outlined in the SP. The current status is far from being satisfactory. The challenges in the sector remain critical and stark. We are aware that the quality of education and overall learning outcomes are compromised. A review of the MoE's data as well as the field visits undertaken by Cooperating Partners point to a number of issues that are of concern. These include the still unacceptably high pupil-teacher ratios; pupil learning time; the lack of classrooms and essential furniture; the shortage of teaching and learning materials and limited in-service support. The quality assessment instruments are uncoordinated and the findings are not effectively utilised in designing strategies for quality improvement. The Basic Education curriculum reform and implementation has been undertaken haphazardly. Unless the quality of the education MoE provides is improved the developmental and poverty issues that it wishes and is addressing will be a wasted effort.

3. MoE is currently following the structure of basic education as envisaged in the EoF. A comprehensive written strategy for converting all middle basic schools into full basic education institutions does not exist. According to the preliminary EMIS data [2006] on schools by level, the system is wrought with confusion. The progression rate from grade 7 to 8 of 52% is commendable but insufficient if the MoE is to attain the UBE by 2010.

Recommendations:
1. The contribution of BESSIP and community schools in achieving access is of significance here. In order to keep this momentum MoE should examine how this social capital from communities should be enhanced. One option is for MoE to provide the resources for Community schools while leaving its management to communities. The concept of 'community centres' should be explored.
2. In order to improve quality MoE should remove the current fixation on teacher numbers. Improved pupil/teacher ratio is very important but is not the only quality improvement factor. Recent studies indicate that effective learning can still take place with the maximum ratio of 56:1 under a conducive learning environment. The Team is therefore recommending the provision of conducive learning infrastructure, adequate learning resources; effective school management, school based curriculum reforms and assessment and in-service support to teachers.
3. In order to achieve an integrated basic education system a comprehensive written strategy for converting all middle basic schools into full basic education institutions is desirable. MoE should just revisit the strategy that was earlier elaborated in the first post-Independence education policy [Educational Reform 1977].

High School Education

Key Findings/Observations:
1. n spite of neglect of the sub-sector, there have been some modest achievements in such aspects as enrolment, progression rate from Grade 9 to 10, pupil:teacher and pupil:class ratios, numbers of orphans enrolled, and the number of high school pupils receiving bursaries.
2. There has been significant enhancement in the provision of high school education through alternative delivery modes, i.e. through APUs and open and distance learning.
3. There has been little progress so far in implementing the recommendations of the high school review report, although there are indications that this will be addressed during the FNDP period.

Recommendations:
1. Greater efforts towards enhancing the gender parity index, through such measures as weekly boarding and dormitories, as well as increased numbers of bursaries for girls.
2. Reform of the curriculum, as recommended in the high school review report.
3. Strengthening of linkages between high schools, skills training centers under TEVETA and higher education institutions.

Teacher Education

Key Findings/Observations:
1. Although there have been some significant improvements in the education and training of teachers, most of these improvements have benefited the lower and middle basic levels.
2. There is a serious shortage of teachers with the required qualifications at upper basic and high school levels, especially in mathematics and science.
3. There is need to enhance the continuous professional development of teachers at upper basic and high school levels.

Recommendations (as indicated in the Teacher Education Review Report):
1. Improve teacher qualifications.
2. Develop more ODL teacher education programmes and upgrading some institutions for delivery of teacher education degree programmes.
3. Review, restructure, and integrate teacher education programmes.

University Education

Key Findings/Observations:
1. There has been significant increase in enrolment.
2. Due to under-funding, there continues to be high indebtedness and dilapidation of infrastructure.
3. There has been neither curriculum review nor restructuring of management.

Recommendations:
1. Liquidation of accumulated debt at the two universities, especially UNZA, linked to key reforms to make universities sustainable institutions.
2. Urgent need to create a national higher education authority to establish and monitor standards of quality, and to oversee the process of accreditation of new institutions.
3. Strengthening of the universities' institutional financial base through research and consultancy funding into the universities from various sectors of Government (including Agriculture, Mining, Science and Technology, and Health) and from Business and Industry and gradual introduction of economically realistic tuition and accommodation fees, concurrently with strengthening protective mechanisms to ensure equity of access to university education.

Physical Infrastructure

Findings:

1. The backlog is considerably more than officially indicated and needs to be reassessed in order to realistically establish strategies for delivery and funding

2. The management system is inadequate and incapable of coping with the task and the decentralisation process is not effective enough to increase output.

3. The potential of partnering with the private sector is not fully exploited, neither with regard to employing private consultants as managers in the building process, nor with regard to cooperating with communities in a more supportive role

Recommendations:

1. Immediate strategy for dealing with backlog involving the private sector as managers and providers of infrastructure

2. Decentralization in a step-by-step manner involving a short-term measure to upgrade provincial offices to oversee construction programme.

3. Strategy for appropriate and timely low key assistance to communities to ensure quality control of community-built classrooms.

Finance and Resources

Key Findings:

1. In MoFNP and MoE there appears to be a pronounced lack of concern for the need to conduct annual comparisons of budgets and actual expenditures. One of the reasons appears to be that MoFNP - partly due to the prevalence of the cash-budget – over a range of years has been producing budgets knowing in advance that they were unlikely be executed. As a result the line ministries at both HQ, provincial and district level have been accustomed to consider budgeting as a "showcase" exercise with no relation to the actual release of funds.

2. Generally GRZ releases to MoE are – apart from the PE funds – disbursed in an erratic and unpredictable way, which trickles down to the Provinces and the Districts and hamper efforts to plan expenditures over the year. Information collected shows that on average GRZ funds are only disbursed 7-8 months out of 12. This situation is partly caused by the fact that the budget is only approved by Parliament in February or March. According to regulations, no disbursements can be made before this date (however, a presidential decree makes it possible for MoFNP to release around one twelfth of the recurrent budget during this period).

3. The Sector Pool does not at present appear to operate in a cost-effective manner. In the MoESP it was expected that the establishment of the Sector Pool would be a first step to a move towards Direct Sector Support, through the development

and management of a joint and integrated accounting system in MoE. Officially the plan was that the "old" system with two separate accounting procedures for internal and external funding respectively would merge into one from 2004. The merger never materialised. Up till recently, the Sector Pool accountant produced annual externally audited reports which only provided AWPB format specification of the use of Sector Pool Funds at Head Quarter – an amount covering only some 8-10% of the total education budget. After complaints from the CPs, the majority of Advances and Prepayments in the 2005 report figures as grants. However, the report fails to provide information as to the purpose of these grants, as well as information on how provisions have actually been used. The extent to which these repayments are actually spent – and for which purposes – can only be verified through the rare ad hoc inspections taking place.

Recommendations:

1. a). It should be ensured that information collected annually during the FNDP includes the following data:
     i. Amount requested by MoE
    ii. Amount authorised by MoFNP
   iii. Amount released by MoFNP
    iv. Amount disbursed by MoFNP to MoE
     v. Actual amount spent before 31 December
    vi. Amount returned to MoFNP
   vii. From Bank of Zambia
  viii. From other national banks (new measure taken by MoFNP)

2. b). MoE should provide an overview of the timing and amount of releases for at least the following entries: Personal Emoluments, Recurrent Departmental Charges, Grants and other Payments and finally Capital Expenditure

3. c). The ceiling for tendering at district level should increase from the present K 5 million to K 50 million and the one for Provinces from the present K 10 million to K 100 million (the increase could be awarded stepwise to individual Provinces Districts on the basis of selected capacity criteria).

1.1.1 Organization and Management

Key Recommendations:

1. Alignment of Structure with Strategy: Based on the principle of structure follows strategy, the development of a new Strategic Plan and the decentralisation policy of the MOE invariably demand the realignment of the existing management structure with the decentralisation of operations in mind, to create a close fit between structure, strategy and policy. Such a structure should, therefore, reflect

features that conform to the new strategic direction and commitments of the Ministry.

2. Reduction of Reporting Hierarchy for Operational Efficiency: The analysis of the existing structure of the MOE revealed highly centralised management structures. This has the disadvantage that it may lead to inhibition of operational efficiency and timely decision-making. It is anticipated that the recommended structure submitted to Cabinet Office, which we have had no preview, focuses on decentralising decision-making by encouraging delegation of decision-making authority to Departmental Heads, Provincial Heads and District Heads.

3. Rationalization of Departments and Positions: The Department of Administration and Human Resources should be split into two departments, namely the Administration Department; and the Human Resource Management and Development Department respectively. It is also recommended that an additional rationalisation exercise be conducted of the positions within each department following the decentralisation policy and the development of appropriate job descriptions and a position rationalisation exercise to be conducted in line with the newly introduced performance management standards.

4. Procurement Systems: The Ministry is in a process of implementing decentralised procurement points of education delivery in order to achieve efficiency, transparency and effectiveness. In the year 2003, procurement of education materials was decentralised through the establishment of education boards while at the same time personnel handling procurements at provincial and district levels received training in procurement procedures. However, the procurement procedures are currently under review by the Zambia National Tender Board (ZNTB) who is working on reviewing the ZNTB Act to be in line with the new educational procurement policy. The Ministry has also applied to ZNTB to certify the Education Boards as procurement units and for thresholds to be issued at provincial and district levels. We would recommend that the Ministry writes to ZNTB to explain the decentralisation policy the Ministry is undertaking and the associated benefits especially at the provincial and district levels. The Ministry should also outline the low thresholds and also indicate what MOE intends to do to address the inadequacies in meeting the minimum requirements for certification as provided by the ZNTB Act.

Conclusions

What then is the verdict on the performance of the education sector?
Overall, the verdict is good but provisional: much of the future prospects in the education sector will depend on the success of three major government reforms: a) the civil service reform, b) financial management reform and c) effective

decentralization.

Within the sector, a restructuring of the MoE (after a careful study of accountability issues) needs to be carried out as a matter of urgency, with a particular focus on the FNDP framework.

To focus on learning and teaching (the basics of education quality) an Institute of Education should be established to take professional issues out of the hands of civil servants (who have a different task: effectively managing the system).

Donors (Development Partners) should provide more financial and technical support but should be 'tougher' in demanding that the MoE implements its own (that is GRZ/MOE) policies. This would not be 'external' pressure; it would be acting responsibly as a key stakeholder in the sector.

MoE should see civil society as its main development partner – and civil society (through ZANEC and other civil society organizations active in the sector) should strengthen its own capacity to dialogue with government. RGZ/MoE, on the other hand, should see civil society as its natural partner and not treat it as 'token' representation.

Preamble

For the past 5 years, the education sector has held annual reviews, as evidence of a new way of 'doing business' within the sector. The government invites civil society, donors[3] and its own senior education officials to this event, usually held over 2 to 3 days, sometimes accompanied by field visits, sometimes not. An Aide Memoir is produced at the end which normally summaries the proceedings, including the issues raised and the recommendations made. The annual reviews are in no way binding, but many donors see them as an important benchmark, if not a condition, in the decision-making process to continue supporting the sector. For civil society, it is an opportunity to find a forum for their concerns.

The reviews allow the MoE present a report of the previous year's performance and present the draft Annual Work Plans and Budgets for the following year.
In 2006 the Ministry decided to have an independent review carried out which would be an input to the annual review (called Joint Annual Review (JAR)). It was originally intended to hold a mid-term review of the Ministry of Education's Sector Plan 2003-07, but as time and the SP 'mid-term' passed, it was decided to carry out a review that would hopefully pull together some lessons learned from the present situation and make recommendations for the future direction of the sector, particularly in the context of the Fifth National Development Plan, 2006-2010.

What added value can a review of this kind give to the accumulation of annual reviews and seminars/conferences on the sector which have been held over the past decade? What basis has a team of 3 national and 3 international educators[4] got to make pronouncements on a sector which has been monitored and reviewed by much more informed people who have been engaged in the sector for many years?

This report offers in essence a 'second opinion'. It confirms much of what is known and what many already know. One major issue is the extent to which knowledge within the system is disseminated and used both within the ministry itself and among education stakeholders. Key reports/studies such as the Education PER, the

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[3] Donors do not like to be called 'donors' – they prefer the term 'Cooperating Partners'. But we find this term problematic: isn't civil society the most important cooperating partner of the government?

[4] The Review Team members were: Dr. John Chileshe, Dr. Lawrence Musonda, Timothy Mushibwe, Henriette Bonnevie, Hans Laurits Jorgensen and Mike Kiernan (team leader). All were contracted by Copenhagen Development Consulting (CDC), which was appointed to carry out the review on the basis of a competitive bidding exercise. DFID provided financial assistance to the MoE to cover the costs of the review.

High School Review, the Teacher Education Review – and indeed the annual audits – do not appear to gain prominence on the education agenda.

The report tries to point out possible different ways of doing business, to ask difficult questions and to show where change is possible. The report will not satisfy everybody   In fact, any good report will always annoy somebody, especially when reviewing a system which is failing in a number of critical respects. Above all, the report does not set out to blame any particular institution or person: we are all to blame because we are failing the children of Zambia. In 1996 Zambia set out to 'educate our future'. 2006 marks the 10th anniversary of this policy landmark. Is Zambia on the right track? (Many would say 'yes' but some would say that while on the right track (the policy), the train 'hasn't left the station' – that is, implementation is lagging).

Introduction

The rationale for the review is clear from the Terms of Reference which state that the review would not be a Mid Term Review of SP 2003-07 but ' *a review which is forward looking, focusing on bringing out findings that would feed into implementation and management of programmes of the sector for 2007 and beyond*'.

To be able to look forward it is necessary also to look at how the system has developed over time, based on the belief that real change in Zambia will always come from within and that sustainable change comes from a relatively slow process of internalization, reflection, and community dialogue. Therefore the importance of continuity in assessing progress.

We would see the Education Reforms (1977), the Focus on Learning (1992), the Educating Our Future (1996) documents as reflecting deeper structures within Zambian education development than, say, the Jomtien and Dakar influences, important as these are in locating Zambian achievements within the international context. Indeed, if the visions of these Zambian policy documents had been realized, the objectives of Jomtien and Dakar would long ago have been reached.

The main thrust of the report, however, is to look forward, to help the MoE and the education stakeholders in their on-going struggle to provide a relevant, efficient, and effective education service.

The report must not be seen in isolation. A number of critical reports/studies have been carried out in recent years which, in the opinion of the team, have not been sufficiently acted upon. Indeed, the processes of taking (or not taking) on board the recommendations of studies and reports (e.g. the High School Review, the Teacher Education Review, the Education PER, the planned PETS studies, and especially the recommendations from previous Joint Annual Reviews) is a critical issue. The on-going Education Quantitative Study should also be a key companion study to this review report.

2007 sees the end of the current phase of the Sector Plan. Sector planning has been given a new dimension through the adoption of the FNDP.[5] This provides an opportunity to revisit the role of education in national development, in particular in contributing to economic and social development. This allows for greater cross-sectoral efforts in combating the HIV/AIDS pandemic, possibly the greatest threat to the formation of human capital.

The team could not hope in the short period to carry out extensive and exhaustive studies on achievement at all levels. It is thus selective, choosing to focus on priority issues rather that attempting to cover every issue superficially. The questions asked,

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[5] It is expected that the FNDP will be launched in early 2007.

however, are based on extensive and intensive document study, focused discussions, short district visits, questionnaires, and internal discussions among the review team members who represented, we believe, an effective combination of national and international experience and expertise. Recommendations are made in the full knowledge that they are not based on extensive research. They are therefore intended to stimulate discussion among education stakeholders. In the long run, Zambia's education future depends on the strength of national dialogue and the degree of accountability of the civil service to the people of Zambia.

Guide to the report

The report tries to be user friendly, to view the education sector both 'from above' – that is, taking a broad view of developments over time and 'from below' – that is, looking at the system in practice, 'on the ground'.

The report also tries to avoid telling stakeholders what they already know, therefore narrative is kept to a minimum, and emphasis is on analysis and challenges and promoting ideas for further discussion.

The first chapter recognises the achievements of GRZ/MoE ('A Good Story to tell'): but also reminds readers that there are considerable obstacles ahead ('The Unfinished Agenda'). It is important to remind readers how far the Zambian education system has come since the almost catastrophic situation of the 80s and early 90s.

GRZ's national development strategy embraces the Millennium Development Goals, just as the education sector embraces the Education for All goals and objectives. Thus an assessment of MDGs and EFA forms a major parameter of the report. The data on MDGs and EFA Indicators come from the MoE's EMIS department. As Zambia endeavours to be adopted by the Fast Track Initiative (FTI) it is critical that the focus is kept on EFA indicators. Chapter 2 presents these indicators as a 'Report Card' on the education system.

Getting the policy 'right' has been the main theme in development thinking over the past decade. Is the SP the 'right thing' and how do we know that it is? How is policy developed? Is it evidence based, or politically influenced, or 'ad hoc'? Who are the main actors in policy formation? Chapter 3 looks at these critical issues.

The MoESP 2003-07 is the national plan to address the education needs of Zambian society. Chapters 4 and 4b look at how MoESP 'rolled out' in each of the subsectors.

A Log Frame was developed to allow for an assessment of the MoESP. The Log Frame is revisited as a kind of 'reality check' on the degree of achievement so far. (See Annex 1).

Not only must we 'do the right thing' (policy), we should 'do the right thing right' (management). Managing the largest public service sector is complex and

complicated. Efforts have been made at restructuring the system, reforming public service, changing the decision making processes (decentralization), etc, etc – to what effect? Is the current structure 'fit for purpose?' Has the restructuring exercise strengthened or weakened the MoE? Is there sufficient capacity, for example, to take on Early Childhood Education and Adult Literacy? How efficient is the system? Are the multitudes of workshops, seminars, etc really adding value to the system or simply a form of income generating musical chairs? The Organisation and Management chapter (5) addresses these issues.

Underpinning good policy and good management is the regular and adequate provision of financial resources. Zambia is well-known, unfortunately, to be a 'low investor' in education. Is this therefore a case of 'as you sow, so shall you reap'? Is the issue only a matter of fund availability? We would point to the experience of the Community Schools, where 30% of our primary schools have been provided at extremely low cost, as an example of the tremendous social capital to be found in Zambia. If communities can ensure the provision of 3,000 primary schools – virtually unaided – can we not envisage a situation where communities (and, by extension, the private sector) could provide 300 full Basic Schools, 30 High Schools and even, perhaps, 3 institutions of higher learning? While the government recognizes the critical role of civil society and the private sector in national development, this is not always translated into effective partnerships which could increase the scope and scale of education provision. The Resources for Education chapter (6) addresses some of these issues.

Zambia is, unfortunately, still heavily dependent upon external financial and technical assistance. This has not always been optimally effective – the thousands of projects over the past four decades have not really left any great impact on the overall public service. The new Joint Assistance Strategy for Zambia (JASZ) seeks to provide a framework for the more effective use of external financial and technical support. The chapter on Education Stakeholders (7) addresses these issues.

Dissecting the sector into its sub-components is necessary to get the 'inside story' but often this approach fails to see the 'bigger picture'. We are struck, for example, by the fact that of the 20,000 youth coming 'onto the market' every year, only 2,000 find places in skills development courses, offered by MoE and MSTVT. Are we in danger of creating 'lost generations'? And how are we tackling HIV/AIDS among this group? Therefore the penultimate chapter (8) will focus on what the team sees as 'Critical Issues' and offers – hopefully – some insights that would help in the on-going dialogue among all stakeholders.

The FNDP introduces major changes in the development 'map' of Zambia. The most critical is the breaking down of the strong vertical nature of line ministries. FNDP sees line ministries as integral components of the national poverty reduction and economic growth strategy. Thus the last chapter presents some critical comments on

the FNDP Education Programmes, Objectives, and Strategies. The major challenge for MoE is now to a) cost these programmes, and b) translate the objectives and strategies into effective annual work plans. The costing and programming will have to be done within the framework of the FNDP financial envelope.

Acknowledgements

The team acknowledges the support of the MoE and its partners. Special thanks are due to those who provided the time (and patience) to engage in dialogue with team members, and to those who completed the questionnaires. The team in fact learned so much from the exercise that it hopes it can faithfully reflect the opinions expressed and that the team's own contributions do add value to the most exciting debate in Zambia today: 'Are we preparing our children for the future they deserve and the future the country aspires to?'

A reminder: the Review is an independent task and therefore nothing in the report necessarily reflects the opinions of MoE or any of the education stakeholders. A Stakeholder Workshop on the draft report will be held and the outcome of the workshop will be incorporated in the final report. In the final analysis, we would hope that the report stimulates discussion and encourages those engaged in the sector to increase their efforts to improve the provision and quality of education.

1   Chapter 1: 'A Good Story to tell and The Unfinished Agenda'

There is a good story to tell about education in Zambia. Considerable achievements have been made, especially in the past decade. In it something of a tragedy, however, that the achievements made in the first decade after Independence were not sustained as Zambia fell victim to the worst effects of globalization: quadrupled fuel prices and a massive decline in national revenue as a result of falling copper prices. Even the efforts to recover from the consequences of that period – the Structural Adjustment Programmes – led to further deterioration of public services, the education sector in particular. At a time when Zambia needed more than ever to realise that its real wealth lay (and still lies) in its human capital, it was unable to invest sufficiently in education.

Education has always been high of the agenda of government in Zambia. Each decade since Independence has seen major policy pronouncements, even if these were not always followed up by appropriate actions and adequate financing. Real recovery became possible when education became policy driven, and it is in this context that the document 'Educating Our Future' (EoF) plays such a critical role. The first effort to turn EoF into strategies and programmes – the Education Sector Investment Plan (ESIP) – failed for a number of reasons, one being that it was too ambitious in trying to integrate the operations of four ministries then involved with education provision. Realising the vision of EoF also required that the donor community – Cooperating Partners – to get fully behind the GRZ through more coordinated and better harmonised aid. The immediate result was the launching of the BESSIP programme, which helped get the foundations into place by focusing on increasing enrolment at the primary level. The road to reform was opened and this led to focus on the need to create Basic Schools (1-9) and High Schools (10-12) to cater for the expected increase of primary school leavers. Tertiary education then came under the spotlight and in 2006 efforts are being initiated to identify the reforms necessary to rehabilitate this critical sector.

Some will say that the reform agenda has been too ambitious, that taking on so much was a sure recipe for failure, given the severe capacity limitations within the system. This report would agree that much of the reform programme remains 'paper-based' but that it is important to push the agenda forward. Learning comes from mistakes – real progress is making fewer and fewer mistakes.

1.1   The Good Story

Commitment to MDGs and EFA goals: by making this commitment, GRZ is obliged to invest sufficiently in the education sector. Donors are also committed. However, both must realize that without the support of communities, these goals will not be reached.

Free Primary Education (FPE): this policy has resulted in a massive increase in school enrolment. However, there has been a great deal of misunderstanding about FPE. In the first place, education cannot ever to said to be 'free', in fact education – proper education – is expensive: it costs money to build classrooms, properly train and pay teachers, provide textbooks, supportive supervision, assessment, etc. (But, it is also said 'If you think education is expensive, then try ignorance'!). Tuition is free for most children in primary grades, but there are a great number of direct and indirect costs which the parent still has to bear.

New Structure for Basic Education: this will provide the opportunity for most Zambian children to attend 9 years of schooling. This is the policy but it is not yet the reality for the majority of students.

Expansion of tertiary education: after many years of dormancy, there is a new realization of the need to do something constructive about tertiary education. If knowledge is 'the oil of the 21st century' then Zambia has to become an active participant in the global knowledge economy. Government, however, will have to create a better environment for the private sector to invest in higher education. (Uganda, for example, quadrupled its university intake without having to increase government funding).

Recognition of Early Childhood Education (ECD): government policy (FNDP) recognizes the role of education in poverty reduction. ECD is one of the most effective strategies in poverty reduction: it greatly enhances the chances of children enrolling and remaining in primary schools. ECD is now lodged within the MoE and this provides the opportunity of integrating ECD within basic education provision. However, current provision is almost entirely privately provided (and mostly middle class oriented) with the MoE seeing its role as mostly regulatory. ECD for poorer communities (esp. in urban and peri-urban – township) areas can be critical in helping poor children out of the poverty cycle.

Attention to OVC: while many would say that not enough is being done for OVC, we point to a high level of awareness within the system, to the introduction of the bursary system and to the great advocacy work being carried out on behalf of OVC. Much more remains to be done, especially in supporting communities and FBOs in

their efforts, especially as the impact of HIV/AIDS is likely to remain for years to come. The pregnancy re-admittance policy should also be mentioned in this context, pregnant girls being a very vulnerable group in society.

Decentralisation: while there is strong government commitment to decentralisation, it is always going to be difficult to change mind-sets that have lived with a very strong central system for decades. There are always strong political and institutional objections to decentralisation. The education sector, however, is to be commended for moving ahead of government through the introduction of District Education Boards (for basic schools), and Boards for High Schools and Teacher Training Institutions. The real task will be to work out equitable per capita funding formulae so that Boards can exercise real decision-making powers. Also, the whole question of decentralisation of teacher payment, deployment, and promotion needs to be tackled.

Increased and better coordinated donor funding: the donor community has come a long way since the early 1990s which saw a bewildering number of projects spread unevenly throughout the country. Taking the lead from 'Educating Our Future' the first effort to coordinate donor efforts was through ESIP (1997) which, while comprehensive in approach, suffered from two major weaknesses: a) it was donor led, and b) it tried to bring in all four ministries which at the time were involved in the provision of education and training. BESSIP (1999) was a more focused effort, led by the MoE with wide civil society involvement. Donors pooled their funds in support of BESSIP. The task is now to take the next step: to integrate all donor funds with GRZ funds so that the focus is on educational outcomes, on policy, monitoring, and evaluation – and not on source of funds.

Increased financing for the sector: as is well known, Zambia is one of the 'poor' performers in Africa when it comes to investing in education. Assisted by HIPIC and debt relief, Zambia is now moving in the right direction. The FNDP aims at a target of 4% of GDP, but this includes an assumption of 2% from external sources. The target set in FNDP for the percentage of funds allocated to education only includes GRZ funding

1.2   The Unfinished Agenda

Despite the 'good' story we have described in the previous section, there is 'the other side to the coin' which paints a very worrying picture.

The most worrying issue is the <u>low level of learning achievement</u> – and even worse, the lack of any real signs that the situation is improving. The quality of teaching and

learning is schools today is very much sub-standard in comparison to regional and international standards (SAQMEC). The usual reasons are given: that this is a 'normal' consequence of rapid quantitative expansion, the lack of adequate numbers of teachers (and their low level of qualification and training), inadequate provision of textbooks, poor school management, etc. – all supply side factors. Demand side issues, and particularly the issue of accountability, are hardly ever mentioned.

Problem areas:
- Very little effective follow up on reports or studies (JAR recommendations, PER, High School Review, etc)
- An inadequate MoE structure: the restructuring exercise has not resulted in a dynamic ministry. Policy, (incl. Planning and Financing) needs a stronger position within the ministry.
- Curriculum Reform has been ineffective. Lack of curriculum responsiveness and relevance to individual, community and national needs
- No locus for effective policy development and education research.
- The lessons of the Community Schools 'movement' have not been learned: especially the importance of community ownership and accountability.
- Huge arrears have been allowed to accumulate which prevent effective reforms being implemented. This is especially so at UNZA but even at primary level where arrears had been cleared (with RNE support), arrears are 'rebuilding' due to a lack of effective reform in this area.
- Huge backlog in classroom construction: This ensures the continuation of double shifting and overcrowded classrooms which in turn contribute to low academic achievement.
- An acute lack of qualified teachers in Grades 8 and 9;
- Inadequate teaching and learning materials;
- Inadequate accounting and financial management controls
- Slow progress on high school reform
- High attrition rate of teachers due to HIV and AIDS;
- Poor staff retention rates

The way forward
The microcosm of an education system is the classroom: if this is not functioning as it should be then the whole system is not working. It is as simple – and as complex – as that. So we must start at the classroom level. Communities, classrooms, teachers, instructional materials, professional support, and evaluation – these are the key elements. The 'system' must be seen to be supportive of these.

2   Chapter 2: Zambia: Education Report Card 2006[6]

The Millennium Development Goals

S/n	Goal	Targets	Indicators	Zambia 2006
1	Achieve universal primary education	Ensure that all boys and girls complete a full course of primary schooling	100% cohort completion rates	
2	Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015	• gender disparity: • enrolment • achievement	

EFA Goals

EFA Goals	Zambia : Estimated Position 2006
1. Expand and improve comprehensive early childhood care and education	Still in early stages of development;
2. Ensure that by 2015 all children have access to and complete, free and compulsory primary education of good quality (MDG)	Zambia probably on track for access but not for completion; the issue of 'free' primary education is still an issue
3. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes	Possibly the largest 'gap' in the system; there is need for a major focus on Youth
4. Achieve a 50% improvement in levels of adult literacy by 2015	There is comparatively little investment in literacy programmes
5. Eliminate gender disparities in primary and	Zambia is on track for these

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[6] Data from MoE EMIS.

secondary education by 2005, and achieve gender equality by 2015. (MDG)	goals
6. Improve all aspects of the quality of education	Need for a comprehensive definition of quality to embrace more that academic quality (to include personal development, values, engagement in democratic processes, etc)

EFA Indicators

Indicator	Description	Zambia 2006
1	**Gross enrolment in early childhood development programmes,** including public, private, and community programmes, expressed as a percentage of the official age-group concerned, if any, otherwise the age-group 3 to 5.	At very early stages of development; mostly urban provision and for better off sections of society
2	**Percentage of new entrants to primary grade 1** who have attended some form of organized **early childhood development programme.**	**17.2%**
3	**Apparent (gross) intake rate**: new entrants in primary grade 1 as a percentage of the population of official entry age.	**135%**
4	**Net intake rate**: new entrants to primary grade 1 who are of the official primary school-entrance age as a percentage of the corresponding population.	**50%**
5	**Gross enrolment ratio**.	**1-7: 123%*** **1-9: 109% *** **10-12: 25%**
6	**Net enrolment ratio**.	**1-7: 97.0%*** **1-9: 95.4%** **10-12: 22.1%**

7	**Public current expenditure** on primary education a) as a percentage of GNP; and b) per pupil, as a percentage of GNP per capita.	a) Est 3.2 b) N/A
8	**Public expenditure on primary education** as a percentage of total public expenditure on education.	Est 18%
9	**Percentage of primary school teachers** having the required **academic qualifications**.	?
10	**Percentage of primary school teachers** who are certified to teach according to **national standards**.	?
11	**Pupil-teacher ratio**.	1-7: 54.6 1-9: 51.2 10-12: 20.3
12	**Repetition rates by grade**.	1-7: 7.06% 1-9: 7.23% 10-12: 2.96%
13	**Survival rate to grade 5** (percentage of a pupil cohort actually reaching grade 5)	?
14	**Coefficient of efficiency** (ideal number of pupil years needed for a cohort to complete the primary cycle, expressed as a percentage of the actual number of pupil-years).	?
15	**Percentage of pupils** having reached at least grade 4 of primary schooling **who master a set of nationally defined basic learning competencies.**	?
16	Literacy rate of 15-24 year olds.	?
17	Adult literacy rate: percentage of the population aged 15+ that is literate.	?

18	Literacy Gender Parity Index: ratio of female to male literacy rates.	?

(data to be completed by MoE/EMIS)

Comment

The **Good News** is that Zambia now has laid the foundations for a very good information system – which is the basic 'building block' for a functioning education system.

The EMIS system now operating in MoE has the potential to become an effective instrument for planning and monitoring the system at all levels. At this stage there are three major weaknesses:

1. a) The data used is based on the National Census of the year 2000, and therefore is not up-to-date. Thus when we have a figure of 95% NER for primary level education; the figure appears first to be counter-intuitive as we know that there are still a considerable number of children out of school.
2. b) School Attendance is not captured. Enrolment, especially in a compulsory system (which is not the case in Zambia), is often 'token': parents enrol their children but then keep them at home for work-related reasons. Pupil attendance figures give a much clearer picture.
3. c) The use of the data: the whole data collection exercise is useless if not effectively used. There are two main areas where data must be used:
     i. As feedback to individual schools: if schools are to give reliable, valid, and regular data they must get something in return for the efforts of collecting all the data. Individual schools need to see how they compare with other schools in the cluster, district, and nation. The data must show what the strong and weak points of the school are and therefore lay the basis for future planning.
     ii. As a vital input to the Directorate of Planning to adjust the development of annual work plans and to allow for more strategic prioritisation.

The **Worrying News** revolves around the issue of quality. **'Crowds of Pupils but Little Else in African Schools'** is the title of a newspaper article[7] which draws attention to the worrying fact that while Africa (esp. sub-Saharan Africa) might reach its quantitative goals, there is a long, long way to go to reach **Minimum Learning Standard Goals**.

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[7] New York Times, Jan 2007.

The **Learning Assessment** programme will undoubtedly help to keep the focus on learning issues – provided that the assessments are properly analyzed and the results widely disseminated and explained. It is in this context that the work of the Standards Officers comes into question. One notes in the Annual Progress reports that thousands of visits have been made to schools annually. One has to wonder what 'added-value' these visits make? What resources do the officers bring with them to schools? Do they give demonstration lessons? Do they work with the communities? Do they ensure that good practice is disseminated to nearby schools (using the Cluster system)? Or are they in fact wrongly used within the system, spending much of their time on administrative issues (e.g. examination logistics) instead of working with teachers, for teachers and for quality improvement?

So what does the Report Card say? 'Could do better'? - yes, but this is a common and vague response. We would prefer to say that overall, despite increased efforts, the result is poor and that the system is failing the majority of children in the country. The fault is not the Ministry's alone – if there is any 'fault' it is that we are not looking INTO the classroom. We are not guaranteeing that pupils get a minimum of 5 hours meaningful teaching per day. We are not guaranteeing that our teachers are sufficiently trained to be able to teach effectively. We are not guaranteeing that our schools are places of innovation and exploration – impossible tasks in overcrowded classrooms.

But if knowing the problem is half the solution then the EMIS system now in place can become the means to plan for improvement. EMIS must be extended to take on more qualitative indicators. If, for example, time on task is a key indicator then we must know if this is being measured so that we can see if students are getting their fair share – or at least that the situation is getting better year on year.

Ultimately however, the main issue is accountability. And this is a question of mind-set: does the ministry we really see itself as accountable to students/parents?

3 Chapter 3: Policy and Planning (and financing)[8]

A great deal has been written about education policy, some of it very confusing: what many call 'policy' problems turn out to be implementation problems. It is important that we are clear what we mean by the word 'policy'. We would distinguish between 'Aspirational' Policy – generally policy statements which have little bearing on reality and 'Operational' policy – the kind of policy which is actually achievable. We want to focus on the latter, even though an operational policy needs to be based on a national vision.

The phrase 'lack of policy' is often heard. There is always a policy: all you have to do is to look at the budget – the actual budget, not necessarily the planned budget – and you will find what the real policy is. Many countries who claimed they had an 'education for all' policy actually implemented a policy of 'education for the few' because an analysis of the budget would show disproportionate funding for post-primary education at the expense of ensuring primary completion for all. Others would claim to have a 'pro-poor' education policy but again an analysis of the budget would show little or no funding for example for adult literacy or for targeted early childhood education and/or that the majority of education financing goes to the better off in society.

Thus the first theme: **Policy and the Budget**. There needs to be a clearer and more articulated relationship between policy priorities and the budget, both in its preparation and execution.

> 'In the education sector, the focus will be to continue with the recruitment and retention of teachers; provision of education materials; and improvement of infrastructure in the sector, including construction of classrooms and teachers' houses. These programmes will be undertaken with a view of expanding education in a manner that improves the overall education standards'. (MTEF Green Paper 2006)

While highlighting the importance of the Social Sectors, the MTEF (see inset) makes a fairly general, if not somewhat vague case ('These programmes will be undertaken with a view of expanding education in a manner that improves the overall education standards'). What is missing is a rigorous analysis of the causes of the problems: for example, in the case of teacher recruitment where the payment of termination grants

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[8] Finance is covered in Chapter 6: Resources: Financing the System; however, finance is addressed in the policy and planning chapter in order to stress the importance of policy-budget coherence.

is so delayed that the recruitment of new teachers is seriously delayed. In addition, the MTEF does not tackle the question of arrears in the sector as a whole. As long as arrears accumulate, (especially as the education sector has the highest number of civil servants), it will prove almost impossible to get to a situation where the budget can focus exclusively on the delivery of quality education.

The key issue, however, is the political will to tackle what we would call 'ingrained policies' which undermine the chances of a dynamic budget. One example will suffice: the fact that teachers can take leave during term time. At a time when time-on-task is a major factor in the underperformance of pupils in schools, this practice is most incongruous. A decision to amend this policy would be a clear signal that the Ministry is serious about addressing class-room factors[9] . Of course, this one example is part of the overall teacher development and deployment problem, one which has been addressed – though not adequately – by the Teacher Development Study of 2005/6.

Getting teacher issues on the agenda in an operative manner is critical for two key reasons: a) salaries and allowances account for 80+% of the education budget[10] , and b) if not addressed, a key FTI goal – 30% of the education budget allocated to non-salary items – will never be reached. Teachers Unions will have to be brought more actively into the policy debate and made to realise that not only do teachers have the right to an economic wage but also have duties to the children for whom they stand 'in locus parentis'.

3.1   **Policy Development**

Education policy in Zambia has its roots in the colonial and missionary traditions – classically categorised at the 'narrow pyramid' structure – few at primary level, fewer at secondary and very few elite at the tertiary level. Colonial influences were replaced by those from international agencies – principally UNESCO and the World Bank, the former advocating a broad Universal Primary Education (UPE) policy (Addis Ababa Conference 1960) and the latter advocating a variety of policies (tertiary in the sixties, vocationalised secondary education in the seventies and coming late to a realisation of the importance of basic education in the 1990s). Bilaterals tended to follow suit: most bilateral funding until the mid-nineties went to post-primary education.

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[9] See the study 'Teacher Shocks and Student Learning – the evidence from Zambia' Center for African Studies (2004) for further evidence of the impact of teacher absenteeism.
[10] The 'bifurcation' of the budget into GRZ (mainly recurrent) and the donor 'pool' fund (mainly capital – though textbooks are a recurrent expenditure) makes it difficult to analyze the total budget. One of the main PER recommendations was to end this type of budget structure.

Zambia began the process of taking charge of its policy in the 1970s with the publication of the Education Reforms (1977), but then ran into the 'lost decades' – the mid-1970s to mid-1990s – as the international crises, coupled with regional problems (the Zimbabwean war of independence, for example) and the Structural Adjustment Programmes which, cumulatively, left social services in Zambia literally on its knees.

1992 saw the publication of a key document 'Focus on Learning' which, possibly for the first time, put learning (and teaching) at the centre of the policy debate. This was followed by the 1996 document, 'Educating Our Future', which was a 'wise-man/person' publication, bringing together the best minds in the country and focusing purely on the Zambian context. It had two main results: a) a re-awakening to the realisation of the importance of the sector in national development, and to the need to place education more prominently on the national development agenda, and b) a realisation by the donor community that it would have to act in a more unified and focused manner if it was to make any significant contribution to education development.

> MoE is to be commended that personal emoluments have been paid regularly in 2006. However, payment of allowances remains a major issue: (a) payments are not up to date in 2006 and (b) substantial arrears have been built up. To provide an example: Kalulushi DEBS has an annual wage bill of K 6.8 billion, while the outstanding arrears for allowances amount to K 4.2 billion (mainly housing allowances, leave terminal benefits, settling-in allowances and repatriation). There was a general feeling of frustration at all levels about the arrears (PEO, DEBS and schools), which might lead to labour unrest. It is essential to bring this up in the sector dialogue and probably also with MoFNP.
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> In 2004, RNE provided a grant aimed at settling the retrenchment packages of over 7,000 basic school teachers. It has become clear that there are still arrears concerning high school teachers, while basic school teachers retired since 2005 apparently also have not been paid. This is a worrying development, as the Dutch grant was made on the under-standing that MoE would set up a system to plan and budget for retrenchment packages. (RNE District Visit Report)

ESIP was the first practical outcome but failed for reasons already mentioned. BESSIP became a reality in 1999 and has laid the foundations for full sector development, even if the necessary reforms for the post-basic sectors have not yet been fully articulated or implemented.

A major weakness of BESSIP (even if necessary at the time) was the bifurcation of the education budget: recurrent expenditures largely from the national budget and development expenditures covered by the donor community, albeit in a 'pooled' modality. This arrangement allowed for short-term goals (school grants,

construction, textbook provision) to be addressed fairly successfully, but did nothing to address the long-term goals on an integrated budget, based on priorities, focusing on outcomes, highlighting accountability and allowing for 'policy reform in action'. A classic example of this is the very effective short-term initiative by one donor (RNE) in clearing the arrears problem in the primary sub-sector. The policy issues that cause the arrears accumulation however were not addressed and the 'old' problem remains (see inset).

The FNDP is meant to bring a more holistic perspective to sector development policies, under the general thrust of economic growth and poverty reduction. On the conceptual level, one can only welcome this approach as key reforms in civil service and financial management are very necessary cross-sectoral issues. The FNDP also sees a more dynamic relationship with its development partners (donors), articulated in the Joint Assistance Strategy for Zambia (JASZ), which looks to general budget support as the most appropriate and effective modality of foreign aid assistance.

When reviewing general and sector specific policies in Zambia, however, doubts arise as to the apparent gap between policies and reality. Are Zambian policies more 'Aspirational' than realistic? Or are they aimed more at a foreign (donor) audience than at (and thereby accountable to) the Zambian people? When the gap between policy statements and reality gets too wide, then policies literally are not worth the paper they are written on.

> 'By agreeing to undertake the obligations of the Convention (by ratifying or acceding to it), national governments have committed themselves to protecting and ensuring children's rights and they have agreed to hold themselves accountable for this commitment before the international community. States which are party to the Convention are obliged to develop and undertake all actions and policies in the light of the best interests of the child' (UNICEF).

Policies are influenced by international commitments and on how national governments respond to them. The major international commitment is the right to education as enshrined in the Convention of the Rights of the Child (1989). International development policy is articulated in the Millennium Development Goals (two of which deal directly with education) and the six EFA objectives.

Zambia education policy has always been aspired towards these international (and national) goals and objectives; the problems, however, related to two main areas: finance and capacity. Zambia has not been investing sufficiently in education. Some would claim that as a poor country Zambia does not have the financial resources to provide adequate funding. This is partly true, but the fact remains that of its disposable income Zambia invests much less than countries in a similar position.

The international community has committed itself to 'bridging the gap' in the financial envelope, providing the country shows its commitment through a 'credible' education plan. Zambia can be said to have a 'creditable' plan – the MoESP, so one is entitled to ask the question why is it not being fully financed?

There are a number of reasons: a) the extent to which the sector can absorb additional finance and at the same time keep within the macro-economic parameters set by GRZ, b) the extent to which the MoE is able to use funds in an effective and efficient manner, addressing serious internal and external inefficiencies, c) the degree to which MoE is willing (and able) to implement necessary reforms, especially at High School and tertiary levels.

To assist governments plan in an effective manner, the Fast Track Initiative (FTI) has developed, which sets out a number of indicators which if reached generally ensure that EFA goals can be reached. The FTI was developed initially to assist those countries who were deemed to be so far 'off track' with regards to reaching EFA goals. Its mandate has been extended to help all who are having difficulties in reaching EFA targets.
The main EFA benchmarks are annexed in this report (Annex 2).

3.2   Policy in Practice

'Educating Our Future' is the **policy document** that should 'control' education development at all levels. The policy needs to be supported by an effective Education Act, which gives the policy document legitimacy. The present Education Act is under revision.

The Education **Sector Plan** translates the EOF document into a set of national objectives, strategies, and programmes.

The Sector Plan is further developed into a **National Implementation Framework (NIF)** which details the programmes to be carried out in the specific plan period (in this case 03-07).

The National Implementation Framework is then used to develop **Annual Work Plans** which 'cost' the programmes and are the basis of **the Education Budget**.

The major problem with all of this is that the SP, the NIF and AWPs are developed mainly for the purpose and use of Pooled Funds. A second problem is that the NIF is not very user friendly: the review team found no evidence – at central, provincial or district levels – of the NIF being used in any meaningful way.

Donors (Development Partners) now request that a new NIF for the period 2007 – 10 (?) be prepared as one condition for continuing support to the sector. There is a genuine fear that the NIF 03-07 will be simple 'extended' for the following years, remaining in effect a fairly ineffective document.
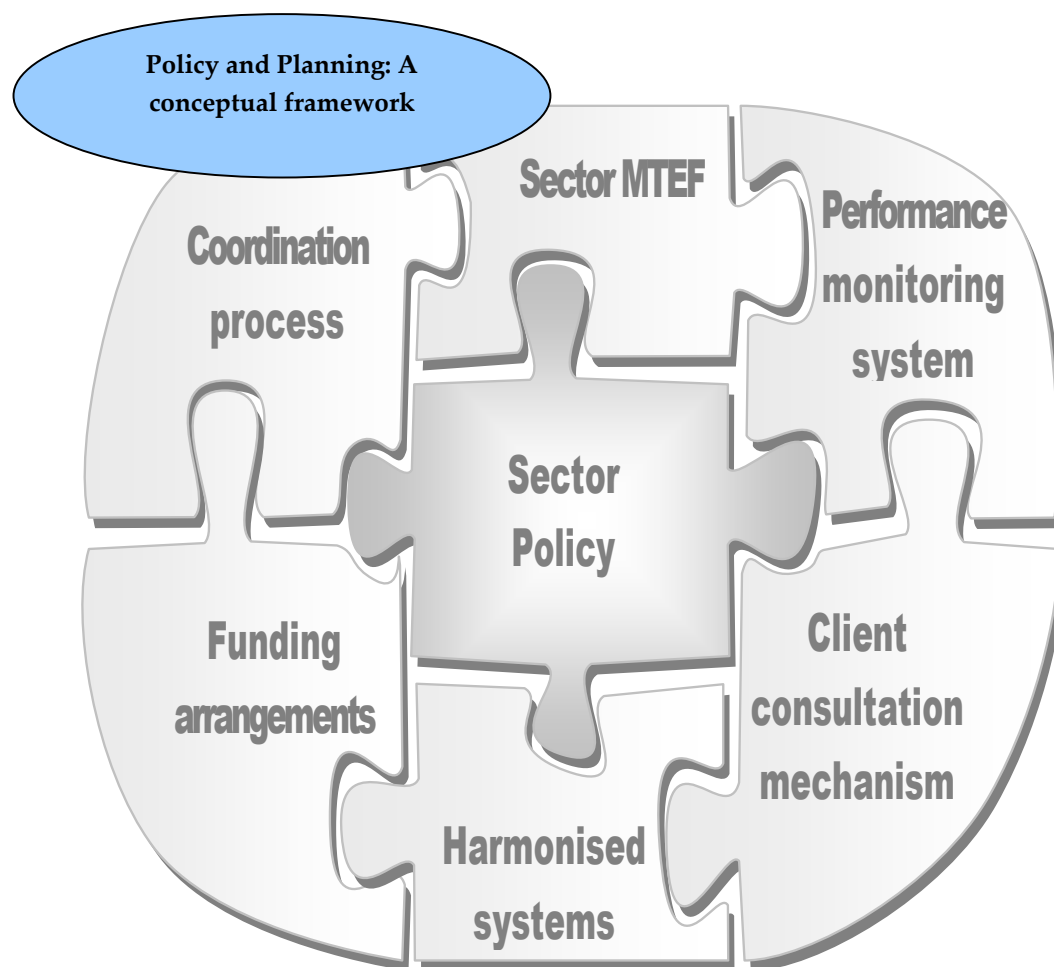
What is missing from all the discussion/documents/reports is a sense of Critical Issues. What are the priorities of the Ministry and how are these reflected in the budget? How much consensus is there around the priorities?

Finally, as has been reported elsewhere, there is a great need to start the process of developing **Evidence Based Policy Making**. EMIS provides the basic information for this approach, but more is needed in the form of on-going research into what is happening at the classroom level, at the systems level and at macro levels. For example, EMIS can tell us how many textbooks there are per pupil, but it cannot tell us how the system of textbook production, delivery and financing works.

Over and above all the technical aspects of policy development lies the question of accountability. Who scrutinises the AWPs and Budgets? Where is the contestability of policy decisions and the budget? What effective role does Parliament play – especially the parliamentary committee on social affairs. Is civil society given the opportunity to discuss the education budget before it is submitted to parliament?

The MTEF is now the governments main instrument for addressing budget credibility (in terms of alignment to policies to allocations, focus on priorities and 'fit' between plans and budget outruns) and budget coherence. Therefore, a major advancement in policy and planning would be greater collaboration between MoE and MoF and using the MTEF to integrate GRZ funds and Pooled funds.

There is therefore a great need to strengthen Policy and Planning in MoE. It is hoped that the planned reorganisation of the MoE takes this into account. This diagram may help to conceptualise how Policy and Planning can be realised.

Policy and Planning: A conceptual framework

Sector MTEF

Coordination process

Performance monitoring system

Sector Policy

Funding arrangements

Client consultation mechanism

Harmonised systems

4 Chapter 4: The System: Access, Equity and Quality

4.1 The Basic Education Policy

It is the view of the R/Team that GRZ's policy on Basic Education has been consistent, robust, dynamic and comprehensive. The policy has been rightly that every child should have access to nine years of good quality education. This commitment to universal basic education dates back to the 1960s. The Policy has been robust and dynamic in the sense that it incorporates both national situation analysis of the challenges of the time and the International Community's agenda crystallised under the EFA goals and the MDG's. The EFA goals and the MDGs are effectively integrated in the policy. The Policy is also premised on the right principles linking basic education to economic productivity and poverty reduction and acknowledges that:

a. For the foreseeable future basic education is the only education that the majority of children may receive.

b. Basic education lays the foundation on which all further education must build (EoF 1996).

However our view is that the EoF is not explicit on the fact that basic education is a human right. Further analysis of the MoE Strategic Plan (MoESP) reveals that although the economic and social contexts are properly analysed, the analyses are not taken into account when it comes to target setting and strategy formulation. For instance the resource allocation criteria of the Ministry do not take into account the poverty status of each district, nor the distance of particular schools from the provincial capital.

> The physical scenario 2006:
>   - the number of temporary classrooms in basic education is 7,900 (MoE Bulletin, March 2006),
>   - the number of basic schools is about 7,000: two classrooms in each for grades 8 and 9 would mean 14,000 classrooms alone ← ??
>   - Changing temporary to permanent would add at least the 8,000, which is 22,000 classrooms in total.
>   - Reducing double and triple shifts would take the figure to the 10,000 classroom mark, which is in the strategy and which also seems to be the goal for the FNDP.
>   - Add 2% per year as 'normal' increase. On top of this you have 320 temporary classrooms at HS level, which is not much, but there will be an increasing demand for secondary
>
> The backlog is enormous and something must be done. There is an urgent need to look at organisation and resources: to be realistic, real figures must come forward. Otherwise the investigation will only scratch the surface of the problem. It would not be quite impossible to produce 2,000 classrooms per year, but 5,000!

4.2 Targets and Strategy for Achieving Universal Basic Education in the Sector Plan [SP]

The SP should be credited for the correct interpretation of the policies elaborated in the EoF. A comparative analysis of the two documents reveals that the SP is very elaborate and accurately translates policy aims into measurable targets and /or performance indicators. The SP has also absorbed, as earlier stated, all the relevant PRSP and MDG targets and strategies. The EMIS programme has developed a robust and comprehensive data on these verifiable indicators. [a section deleted]

Although the targets are elaborate, it is a burden for the MoE to set itself so many targets and performance indicators. Stakeholders feel they are unnecessarily too many and cumbersome to adequately report on especially at the lower levels. It is suggested that the MoE should negotiate and focus itself on very critical targets. This will also allow the MoE to prioritise them. The current array of targets and indicators may remain valuable for planning purposes.

In terms of strategy, the EoF Policy indicates that a comprehensive strategy for the attainment of UBE will be developed by the MoE. In our view this has been achieved. In a nutshell the broad strategies include:
a. Basic school infrastructure development/expansion
b. Learning and teaching material provision
c. Curriculum and pedagogical reforms
d. Systems and management development
e. Addressing the pull and push factors for pupil enrolment and retention
f. Policy reforms

The principles informing these strategies include:
a. Cost-sharing
b. Partnership
c. Private sector and NGO participation.

Although the strategies are very clear, not all of them are being applied as successfully as others. The key issue the MoE should address is 'prioritisation'. This is complicated by the too many targets to be achieved. Prioritisation of strategy has to be logical. The basic principle is that the first priority should be such as to make it easier to achieve the next. Prioritisation in target setting and strategy formulation should be addressed as the MoE refines it section in the FNDP   .

4.3 Basic Education Reforms

4.3.1 Ten years of Basic Education – Fixation or Foresight?

The MOE should be credited for the number of reforms carried out in the basic education sub -sector. The available documentation indicates that as early as the mid-1980s, the Ministry has been implementing reforms in basic education. Among them is what has come to be the longest donor supported primary education improvement programme/project known as the Self-Help Action Plan for Education (SHAPE). This was mainly a primary education curriculum reform programme based on the concept of 'education with production' (EWP).

Three years after the launch of EoF, the MoE initiated another basic education sub-sector programme known as the Basic Education Sub-sector Investment Programme (BESSIP). Unlike SHAPE, BESSIP developmental objectives covered quantitative and qualitative educational aspects and addressed issues of access, quality and equity. Before BESSIP there were other basic education support projects (Irish Aid in Northern Province, WEPEP by the Royal Netherlands in Western Province, FINNIDA Infrastructure Project etc). The basic education reforms span two decades. It is the view of the Review Team [RT] that:

a. MoE has over the years, paid sufficient attention to the basic education sub-sector

b. There have been several strategies for basic education implementation.

c. It is doubtful if MoE has a systemic institutional memory on basic education.

   If MoE fails to appreciate that the previous policies and programmes are not living documents, it will continue to spend valuable time and scarce resources on re-inventing the wheel through unnecessary external consultancies. MoE should develop an institutional memory and creatively use it in policy formulation and strategy setting. Currently there is lack of institutional memory. This is exemplified by the fact that most of the key policy and research documents are kept and found on individual officers rather than an established archive except the school census reports [EMIS]. One way of creatively using the institutional memory is to ensure that planning and policy development is evidence based.

d. The RT shares the view that the emphasis on basic education, however justified it might be, has introduced developmental sub-sector imbalances in the Education Sector. By ignoring for instance the fact that expanding basic education enrolment increases demand for the next level, MoE has weaved for itself a challenge where it has not successfully changed the pyramidal structure of the education system, resulting in the painful wastage of human resource at the higher levels.

Although basic education has been proved to contribute to economic productivity, and the social and health status of its recipients, it is folly, as the Ministry has done, to 'postpone' the development of post-basic education because it provides the higher order skills and competences necessary for sustainable economic development and poverty eradication. MoE has spent two decades on basic education keeping to the World Bank's faith that basic education brings about higher social rates of return than post-basic education.

MoE in the FNDP should free itself from this fixation on basic education.

In order to address the sub-sector imbalances planning parameters should be by theme rather than sub-sector. For instance MoE may decide to focus its attention and resources on access issues across all the sub-sectors; then take on curriculum reform, quality and so on and so forth.

4.4 Basic Education Structure and symmetrical progression to upper basic education

4.4.1 Targets and Strategies

The Policy expected the MoE to 'devise a comprehensive strategy for the transformation of existing primary schools into basic schools 'and further proposed that 'pupils in a full basic school that can accommodate all of its own Grade 7 pupils will not be required to sit for Grade 7 composite selection and certification examination.
Understandably the SP has developed targets and timeframe for realising UBE. The emphasis was expected to be largely on Grades 1-9 particularly the expansion of enrolment to Grades 8 and 9. The targets were to improve progression rates from Grade 7 to 8 and increase retention and completion rates for Grades 1-9. The strategy was 'converting all middle basic schools into full basic education institutions'

4.4.2 Performance Analysis

MoE is currently following the structure of basic education as envisaged in the EoF. However there is no explanation for sub-dividing basic education at three levels. Since the aim is to achieve universal basic education, the lower basic level is transitory. It is recommended that the MoE re-examines the value of continuing with the lower basic level classification. The RT recommends a two-tier UBE, i.e. middle and upper basic.

A comprehensive written strategy for converting all middle basic schools into full basic education institutions does not exist. According to the preliminary EMIS data

[2006] on schools by level, the system is wrought with confusion. The system still consists of schools that run from Grade 1-9 [ideal] constituting 27.18%; from Grade 1-12 (mixed) constituting 2.81%; Junior Grade 8-9 at 0.05% and Grades 8-12 constituting 2.5% and those whose status is unknown taking up 0.32% of the 8,157 total schools. The RT recommends that that MoE revisits the strategy that was earlier elaborated in the first post-Independence education policy [Educational Reform 1977].

4.5   Will the poor go to School? – Access and Equity Issues in Basic Education

4.5.1   Targets and strategies

The SP is very elaborate in terms of targets and strategies in addressing the access and equity challenges facing the sub-sector in order to attain UBE. The main targets to be achieved are improved enrolment rates, progression and completion rates. The SP also articulates a variety of strategies to be employed in order to achieve the above targets. These range from the continuation of Free Middle Basic Education policy, bursary schemes, infrastructure development including weekly boarding facilities, School Health & Nutrition interventions; formation of inter-ministerial task forces, strengthening community schools and IRI centres through to community sensitisation and mobilisation by developing 'social contracts'.
When analysed, these strategies are all a carry-over from BESSIP. Some of these strategies were experimental and project bound [e.g. IRI]. It is difficult to appreciate the wisdom in using the same strategies even in cases where these strategies [alternative modes of delivery] were being contested even during the BESSIP implementation period without detailed evaluation.

4.5.2   Performance Analysis on Access and Equity (See Annex 1a for tables)

MoE has performed well on all the indicators of access both gross and net. The enrolment rate for girls of 97.87% [grades 1-7] is phenomenal in that it beats that for boys and is above the national average of 97.02%. The sustained investment in basic education over the years and the campaign for girls education have paid off. The contribution of BESSIP and community schools is of significance here. In order to keep this momentum MoE should examine how this social capital from communities should be enhanced. The concept of "Community Education Centre" i.e. combining adult literacy, early childhood education, and basic education at one centre should be explored. Special attention should be paid to enrolling the 36.63% girls (seven year olds) who are still out of school. Community/family based girl-child campaigns should be intensified and collaborated with the various women/gender movements.

The **efficiency** of the basic education sub-sector to retain pupils in the system has improved greatly but is still not satisfactory [retention, progression, survival, drop-out completion etc]. The girls' retention rate is below the expected target of 100%. The completion rates (at Grade 9) of 43.12% is still wasteful. It is even more worrying for girls/females whose completion rate is only 39.20% The MoE should re-examine more critically "the pull and push factors". The most cited pull factors for dropping out are economic, health and being orphaned. The MoE needs a pro-poor education strategy. The bursary scheme is not comprehensive enough and the free education level of coverage is limited. For instance in 2005 only 68,415 bursaries were provided for Grade 1 -9 pupils and yet the number of orphans, for example, stood at 607,214 for the same grades (EMIS 2005). This represents a coverage rate of 11.26%%. More bursary support has been for the girl child. The bursary coverage at upper basic level is insignificant and is largely from female support organisations such as FAWEZA and CAMFED.

A multi-sectoral approach is recommended. For the push factors, MoE should not look elsewhere for expensive external experts. It should pay attention to the results and recommendations of the National Assessment and draw up a comprehensive plan of action.

Equity: MoE has scored steady progress in eliminating gender disparities at basic education level. There is gender parity in enrolment rates at middle and upper basic levels with a national average of 94.98% from grade 1-9 [EMIS 2006]. On the other hand the SP target on CSEN enrolment of 5% has also been achieved. The view of the RT is that MoE has developed a limited understanding of the concept of equity and has basically tied it to gender. The high prevalence of poverty and the number of orphans due to mainly HIV/AIDS raise the issue of inter-generational inequality. If education does not address this, it will be perpetuated and sooner than later create a system of the haves and have-nots. The issue of quality basic education should simultaneously be addressed because access to poor quality education does not solve the issue of inter-generational inequality. The poor will go to school but will not break the cycle of poverty if MoE continues on the same path.

4.6 The Quality of Basic Education – Delivery and Curriculum Issues

4.6.1 Targets and Strategies

The Ministry's overall aim is to improve learning achievement in basic schools. The target for learning achievement in literacy and numeracy is 50% by 2007.
The Sector Plan strategy in addressing quality issues may be summarised as:

1. Improve the mechanism for recruitment and deployment of teachers and training of all basic teachers to deliver BECF by the end of 2005. Various studies, National Assessment, reports from ECZ, Standard officers, Teacher Education Department. and DEBs were to be the means for verification.

2. Develop the basic education curriculum that is comprehensive, balanced, integrated, diversified and relevant to the needs of both the pupil and society. Strategies for implementing the curriculum reforms include:

    i. Undertaking an extensive review of the Grade 8 and 9 curriculum to ensure it provides a broad and balanced education and includes an increased emphasis on the vocational orientation of all subjects

    ii. A comprehensive programme of school based pupil assessment and feedback

    iii. Extending the number of hours of actual teaching per week especially in Grades 1-4. MoE would gradually phase out triple and quadruple sessions.

    iv. The Curriculum Development Centre (CDC) would specify basic levels of competency initially in literacy and numeracy and later in other key areas.

    v. The Standards officers would monitor each pupils' performance of school based assessment

    vi. The MoE would promote a variety of teaching strategies with a focus on stimulating learning

4.6.2 Performance Analysis on quality of basic education

S/n	Indicator	SP Target National	Baseline 2002	Status 2006 (Pre-liminary)	Comment
1	Literacy Learning Achievement	50%			Literacy levels need to be established
2	Numeracy Learning Achievement	50%			Numeracy levels need to be established
3	Pupil Teacher Ratio [Gr1-4]	64:1	79.2:1	76.3:1	
4	Pupil Teacher ratio [Gr5-7]	45:1	33.4:1	36.3:1	
5	Pupil Teacher Ratio [Gr8-9)	45:1	25.0:1	32.3:1	
6	Pupil Teacher Ratio [Gr1-7]			54.6:1	
7	Pupil teacher Ratio			51.2:1	

	[Gr1-9]				
8	Book Pupil Ratio [All subjects]	1:2	1:5	1:2.11	

Although there were improvements in the quality proxy indicators, MoE did not achieve the targets as outlined in the SP. The current status is far from being satisfactory. The challenges in the sector remain critical and stark. We are aware that the quality of education and overall learning outcomes are compromised. A review of the MoE's data as well as the field visits undertaken by Cooperating Partners point to a number of issues that are of concern. These include the still unacceptably high pupil-teacher ratios; pupil learning time; the lack of classrooms and essential furniture; the shortage of teaching and learning materials and limited in-service support in pedagogy. MoE has done little in extending the number of hours of actual teaching per week especially in Grades 1-4. The target of gradually phasing out triple and quadruple sessions has not be n met. This scenario has greatly affected the implementation of the new basic education curriculum and compromised quality.

Enough has been written about the 'state' of teacher recruitment. It is the opinion of the RT that in order to improve the quality of learning MoE should adopt a holistic approach/strategy which establishes synergies between infrastructure development; provision of learning materials; quality teacher training and motivation, school based management accountable to the local stakeholders, school based curriculum development and assessment. Cross cutting issues such as gender and equity, HIV/AIDs and School Health and Nutrition should be an integral part of the strategy. It has already been demonstrated by the Ministry itself, that improving the nutritional and health status of pupils does not only improve school attendance, but the cognitive abilities of pupils as well. In our view, these measures will assist in creating a vibrant learning environment in schools. Fixation on teacher numbers, although important, may not adequately address the quality issues.

We further wish to note that there is a proliferation of quality assessment instruments which are uncoordinated and whose results are not harmonised and utilised in designing strategies. The National Assessment is a good instrument that should be extended to the whole basic education sub-sector.
Interviews with curriculum specialists reveal that the Basic Education curriculum reform has been undertaken haphazardly. CDC officers admit that:

- The pace of basic education curriculum reform is too slow. The Grade 8-9 curriculum framework (CF) is just being drafted.
- Donor influence and the subsequent project-tied interventions are apparent and are costly in cases where foreign experts have not appreciated the local environment.

- The national curriculum specialists are not sufficiently trained to provide the required leadership.
- Dissonance exists between the CF and the current syllabi that have been produced. In certain areas, the CF is faulty; for instance when it treats literacy as distinct from languages.
- The Basic Colleges of Education curriculum, especially the study areas, do not correspond to the basic education curriculum in some respects.
- The Pupil and Teacher curriculum Guides are often too shallow to bring about quality teaching and learning
- The monitoring reports from Standards Officers are too general to be of any help to curriculum specialists.

The RT's overall view on the basic education curriculum is that the MoE should provide leadership and carry out a comprehensive review of the curriculum reform process and its monitoring. Unless the curriculum is rich and relevant other interventions in improving quality will be inconsequential.
It is the considered opinion of the RT that unless the quality of the education MoE provides is improved the developmental and poverty issues that it wishes and is addressing will be a wasted though well fought battle.

The major recommendation of the RT is that the development of a National Institute of Education, as an autonomous (or semi-autonomous) body of professional educators (not civil servants) would be a better strategy in tackling the short, medium and long term issues affecting the quality of education.
Such an Institute could also house an Education Standards Agency – equally autonomous – which would be accountable only to parliament. The current Standards Directorate will not effectively monitor standards as long as it is embedded and reports to Administration. Attempts to reform the 'Inspectorate' in the past have been cosmetic and timid. The RT feels it is time MoE took a radical view to transform it into an autonomous watchdog accountable to outside stakeholders rather than the Ministry.

4.7   The verdict on Basic Education – Summary of Issues and Way forward

Zambia's commitment to achieving Universal Basic Education has been consistent as reflected in all of the three major national education policy documents (Educational Reform, 1977); Focusing On Learning (1992) and Educating Our Future (1996). Although the context and principles underpinning this commitment may have varied in the three policy documents, what is clear in all of them is that basic education is an essential stage for social and economic emancipation for the majority

of Zambian children who may not proceed to post-basic education. It is also an essential foundation for higher level education.

The MoE has been determined to provide quality universal education using various strategies within given time frames. There is a mixed success story to achieving UBE. Target timeframes have come and gone. Since 2003, when the MoE initiated the first ever Sector Strategic Plan (SP), it has scored phenomenal achievement in improving access to basic education. The Ministry is on course with almost all its SP access indicators. The success is mainly attributed to BESSIP. BESSIP managed to marshal and pool all the available internal and external resources. The programme synergised all the previous efforts and other stand alone policies and programmes into one comprehensive programme. It elaborated and evolved management systems and procedures for effective implementation. What is doubtful is the extent to which BESSIP systems and procedures have been assimilated in MoE structures to reinforce the implementation of the SP. Although MoE is successful in addressing the access issue, the following challenges still remain:

Safeguarding the achievements scored in terms of access. This is not the first time that MoE has attained high levels of access indicators. It has also a history of losing the gains. As mentioned earlier, the success is due to a 'project' and the unplanned community spontaneous response of building 'community schools'. As it plans its FNDP, MoE should creatively use its institutional memory on BESSIP and creatively utilise the experiences and structures of BESSIP. MoE should also clarify policy and formulate a forward looking strategy for community schools which will not dampen the community spirit.

Counting the cost: It is laudable to achieve success, but MoE should ask itself the question "At what cost"? MoE should assess the cost for this success. What amount of financial resources have been available and from who? Will the same levels of funding be available in the FNDP? What is the human cost? Have capacities been built? Has the human resource been utilised maximally? How can it be utilised optimally? Where is the wastage? Are the basic education structures and management systems and procedures adequate, appropriate and efficient? Where is the missing link? Who is off tune?

Access without quality? – The policy objective is to provide universal quality education. This far does MoE feel it has delivered the UBE package or 'betrayed' the thousands who might have accessed this poor basic education product?

Strategy for integrating Basic education: Currently the system is in disarray. Has MoE been shooting in the dark? Need for a calculated and focussed strategy.

Will the poor 'continue' to go to school? Limited access has been provided but through un-coordinated strategy if it exists. The system's response to orphans and children living in a world of HIV/AIDS is weak. A multi-sectoral response is recommended. Equally challenging is the limited application of the concept of equity – there is need to adopt a pro-poor education strategy to include inter-generational inequality concerns.

The quality issues
MoE should address the following challenges:
- Physical Learning Environment still unsatisfactory in basic schools.
- Disparity in practice and curriculum framework – need to harmonise with situation on the ground.
- Curriculum implementation monitoring – defining roles of CDC and Standards Department.
- Standards control – (qualifications and training of quality controllers).
- School based curriculum assessment – the unexploited potential for quality delivery.
- Effective school management that is accountable to the pupils and local community

4.8 Conclusion

The attainment of quality universal basic education is progressing in MoE's favour especially in providing access. The MoE needs is to reflect on policy direction, refocus targets, strengthen delivery, monitoring and coordination systems and procedures.

On the other hand the recognition of Early Childhood Education (ECE) and its lodging within MoE is recommendable. Currently only 1.92% of the Grade 1 entrants in normal schools have pre-school experience. ECE greatly enhances the chances of children enrolling and remaining in primary schools. Adult literacy is equally crucial in MoE's quest to attract more children into schools. There is sufficient evidence that literate parents encourage their children to go to school. MoE is challenged to quickly establish the proposed Multi-Sectoral Task force and design strategies to see the implementation of ECD. The Decentralisation policy vis –a-vis ECE should be demystified to enable MoE plan adequately.

Literacy seems to exist in 'no-man's land' within the concept of Basic Education. If basic education is defined as the mastery of basic literacy, numeracy and life-skills, then there is an urgent need to revisit the whole literacy debate as an initial step towards developing a comprehensive national literacy programme. One only has to

examine the funding of literacy over the years to realize how little attention it is given.

4.9   High School Education

For the high school education sub-sector, the major areas of focus in the Ministry of Education Sector Plan (MoESP) 2003-2007 have been:

- a comprehensive sub-sector review, to be carried out in 2003;
- a review of the curriculum aimed at strengthening the linkages between high schools, skills training centres under TEVETA and higher education institutions;
- increased access;
- enhanced equity.

The above focus should be understood in the context of the neglect of the high school sub-sector since the 1970s. The necessary prioritisation of the basic education sub-sector, particularly under BESSIP from 1999 to 2002, brought about an even greater necessity for expanding high school enrolment, given the importance of high school education for self-employment and economic growth, which are necessary ingredients for poverty reduction.

4.9.1   The Good Story….

The achievements in the high school sub-sector, for Grades 10 to 12, between 2002 (i.e. the year before the start of the MoESP) and 200611 are tabulated below:12

Indicator	2002	2006	2007 target
Net enrolment, Grade 10-12	9.4%	22.17%13	25%
Total enrolment14	135,979	182,586	207,843
Progression rate, Grade 9-10	25.9%	38.06%	35%
Pupil/textbook ratio15	3:1	7.5:116	5:1
Pupil/Teacher ratio	19:1	22:1	28:1

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[11] The 2006 statistics are preliminary statistics from MoE's Education Management Information System (EMIS), and go up to March 2006.

[12] The Review Team would have wished to also include statistics on textbook: pupil ratio; however, this data is not available disaggregated by Grade level.

[13] These statistics include Academic Production Unit (APU) enrolments.

[14] These enrolment statistics are only up to 2005.

[15] This refers to Grades 8 to 12.

[16] This refers to 2005 and does not include APU students.

Pupil/Class ratio	44:1	41.29	42:1
School Certificate Performance	66%	56.9%17	72%

Equity

Issue	2002	2005
Number of orphans enrolled	12,967	38,262
Number of pupils receiving bursaries	2,33718	8,541
Percentage of female bursary recipients	not available	53.1%

Alternative Delivery Modes

Academic Production Units

Concerning access, a large proportion of the increase in high school enrolment has been due to the Academic Production Unit (APU) system. The APU system raises enrolment and revenue for the schools and the teachers. In 2005, there were 64,889 pupils in Grades 8 to 12 (14% of enrolment) registered in APU classes. Of the total number of 64,695 pupils that registered for Grade 12 examinations in 2005, 35.4 percent were APU pupils.

In addition, cross-sectional assessments indicate that there are comparable competencies between APU pupils and those in regular classes. Of the total number of 64,695 pupils that registered for Grade 12 examinations in 2005, 35.4 percent were APU pupils.

To address earlier criticism concerning management and accountability, the revenue collected is used by each Education Board according to standard guidelines that are administered by the Directorate of Planning and Information. The finances are monitored and audited by Provincial Education Offices to ensure that procedures are followed.

Open and Distance Learning

Another mode of providing high school education has been through open and distance learning (ODL), via the Alternative Education Programme (AEP). This is a print-based self-study programme for high school learners covering Grades 10

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[17] This percentage is for 2005; the percentage for 2004 was 66.4. The 'good story' aspect here is that apparently, the lower percentage in 2005 is due to the tightening up in the administration of the examinations, i.e. fewer examination malpractices. Expectations are that in the coming years there should be an improvement in pupil performance, but based on real academic achievement.

[18] This figure refers to 2003.

to 12, launched by MoE in 2006. This intervention is significant, given that only 36% of pupils who pass Grade 9 can find places in Grade 10. AEP includes self-study modules and a network of Alternative Education (support) Centres (hosted in schools and other facilities) and Tutors. During the 2006 pilot phase, the programme will cater for 1,000 high school learners.

4.9.2   The Uncompleted Agenda….

There are, however, areas that still require concerted interventions, particularly in the area of equity. The Gender Parity Index still only 81.0 % for Grades 10-12. Also, it is stipulated in the MoESP that a policy should be developed by 2003 to reserve 35% of boarding places in rural schools for those from surrounding rural districts. Although high school managements are "encouraged" to take this intention into account during the admissions process, no definite policy has been instituted by MoE Headquarters. The initiative of establishing weekly boarding in rural schools has been off to a slow start.

A major outstanding issue is the reform of the curriculum in order to strengthen the linkages between high schools, skills training centres under the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) and higher education institutions.

4.9.3   The High School Sub-Sector Review

One of the major issues concerning the high school education has been the review of the sub-sector, as indicated in the MoESP. A high school sub-sector review was undertaken between the end of 2004 and early 2005. The high school sub-sector review report presents a comprehensive, wide-ranging assessment of the sub-sector, together with a wide array of recommendations covering the following aspects:
- equity;
- access;
- gender;
- special education needs;
- school health and nutrition;
- HIV/AIDS;
- school leadership and management;
- curriculum reform and development;
- teaching and learning materials;
- infrastructure;
- information and communication technology;
- resources;

- student assessment reform;
- teacher education and provision;
- vocational issues;
- APU reform;
- finance.

In January 2006, a stakeholder workshop on the report; subsequently MoE Top Management decided to prioritise three issues for the high school sub-sector:
- local small day high schools, to cater for the increased numbers of Grade 9 leavers;
- dormitory facilities for female pupils;
- teaching and learning materials.

The above issues have been addressed in the Fifth National Development Plan (FNDP); however it remains to be seen how the MOE will address secondary education development through its Sector Plan 07-1219. There is considerable ground to be made up. Further, secondary education should not be seen in isolation, but as part of a whole Youth strategy, incorporating life skills, vocational and technical education and second chance opportunities.

4.10 Teacher Education

4.10.1 The Good Story....

Since the late 1990s, there have been significant improvements in the education and training of teachers for the basic education sub-sector. It should be stressed, however, that most of these improvements have benefited the lower and middle basic levels.

Among the major improvements has been the development of a national teacher education strategy and master plan, including the development of a new teacher education course – the Zambia Teacher Education Course (ZATEC), with a reduced period of residential training, school-based training, a revised curriculum, delivery through ODL, and the rehabilitation of teachers' training colleges. Support has also been offered to special education needs at primary school level.

Specifically three major areas have been addressed:

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[19] Or at least in the NIF (07 onwards). In view of developments since the start of the MoESP in 2003, the Review Team recommends that a new MoESP 07-12 should be developed.

1. Physical upgrading of teachers' training colleges, to improve the teaching environment through the rehabilitation and refurbishment of college facilities. The rehabilitation has been accompanied by training in preventive maintenance in order to achieve sustainability.
2. Improvement of teacher training by way of curriculum development and training strategy, through the Zambia Teacher Education Reform Programme.
3. Establishment of a professional support structure for those involved in basic education.

4.10.2   The Uncompleted Agenda....

The above outline reflects a focus on teachers for the basic education sub-sector. Currently, issues of concern regarding the education and training of teachers are outlined below.

According to official MoE policy, teachers holding the secondary teachers' diploma should teach at the upper basic level (Grade 8 and 9), while those holding university degree qualifications should teach at the high school level (Grades 10 to 12). The actual situation, however, is that there are so few degree holders in the educational system that diploma holders teach most of the classes from Grade 10 to 12. This problem, which is particularly acute for mathematics and science, leads to a serious decline in the quality of the teaching offered, especially when this is compounded by such other problems as insufficient teaching and learning materials.

Teachers' university degree programmes are offered by the University of Zambia (UNZA), through the School of Education. These teachers qualify to teach at the high school level (Grades 10 to 12). However, there are so few degree holders in the educational system that many high schools do not have any degree holders at all on their staff.

In recent years, there has been acceleration in the training of teachers, partly attributed to the ZATEC programme. In 2003, there were 5,529 students enrolled in teachers' training colleges, up from 3,767 in 2000. In 2005, there were 12,810. This, however, has not adequately addressed mathematics and science teachers. With regard to planning for teacher needs, cursory assessment indicates no evidence of planning of teacher training enrolments to meet requirements at the basic and high school levels.

In-Service Programmes and Teachers' Resource Centres
Essentially, in-service programmes catering for basic school teachers fall under the umbrella of In-Service Education and Training (INSET), which is provided through a specific programme called the School Programme of In-Service

Training for the Term (SPRINT). INSET programmes and SPRINT activities are conducted through networks at 5 levels: Teachers' Group meetings, School In-Service Providers, Zone In-Service Providers for groups of schools, District In-Service Providers, and the National In-Service Provider based at the Directorate of Teacher Education and Specialised Services. It should be noted, however, that SPRINT activities have so far been limited to the lower and middle basic level teachers.

The INSET/SPRINT activities are based on training needs that are identified, through monitoring, by INSET providers and Education Standards Officers, and are conducted in liaison with Teacher Resource Centre (TRC) Coordinators. The duration of the INSET/SPRINT workshop activities is typically 1 to 5 days. This duration, which is considered to be inadequate, is due partly to concerns about not compounding the already serious issue of teacher absenteeism. A general observation from this study is that although valuable material is presented during the INSET/SPRINT workshop activities, there is inadequate provision made for sharing of experiences, to include the every day situations that teachers do encounter or may encounter.

Usually, School INSET Providers are not Senior Teachers, and this occasionally leads to conflict with Senior Teachers. In addition, there is lack of follow-up on the training workshops that are conducted. The intervals are too long and some teachers relapse to the old traditional ways.
In addition, some teachers have a negative attitude to SPRINT activities that are conducted within the teachers' schools, because these tend not to include allowances for the teachers.

Challenges Facing Teachers' Resource Centres
The TRC structure has now been integrated into the education sector system, and there is evidence of a growing bottom-up approach; teachers can now meet and identify professional needs to be addressed.
The picture noted in the late 1990s, still appears to persist, namely that the TRCs are still usually under-utilised, or not used for their intended purposes, and are now being used merely as venues for meetings:

One reason for this situation may be that many teachers do not yet appreciate the usefulness of TRCs. It also appears that there are insufficient full-time staff at the TRCs to provide the necessary service to potential TRC users, while the part-time

staff, such as the subject coordinators, are too busy with their other full-time duties.

In particular, the programme of constructing more zonal TRCs needs to be scaled up, because a major reason for lack of use of TRCs is distance, especially in rural areas. Ideally, for regular and proper use of TRCs, they should be within teachers' walking distance.

The Teacher Education Review

In 2005, a review of teacher education was undertaken. The review report highlighted the following issues as requiring attention:

1. inadequate qualifications of teachers and teacher educators;
2. lack of access to teacher education and training;
3. deficient application of ODL for teacher education;
4. insufficient teacher incentives system;
5. disintegrated curriculum development in teacher education;
6. haphazard administrative and coordination system for teacher education.

Concerning teacher supply of teachers, at upper basic and high school levels, the report notes the need for augmentation of teacher supply at annual rates of 20% and 30%, respectively.

In relation to the issues outlined above, the report recommends the following strategies:

1. raising pupil-teacher ratios;
2. increasing class sizes;
3. improving teacher qualifications;
4. developing more ODL teacher education programmes and upgrading some institutions for delivery of teacher education degree programmes;
5. review, restructuring, and integration of teacher education programmes;
6. establishment of a quality assurance system for pre-service and in-service training of teachers;
7. strengthening the TRC network.

In 2006, the Directorate of Teacher Education and Specialised Services submitted its recommendations on the issues raised in the Teacher Education Review Report to Top Management. At the time of the review, a response was still being awaited. Due to the fact that the FNDP is essentially a framework, there are no specific indications of the Teacher Education Review recommendations being

taken on board. Towards the end of 2006, a Task Force established to develop the structure and duration of the Diploma Course for Teachers.

4.11 University Education

For university education, the focus of the MoESP has been increasing enrolments through formal and distance modes, particularly for those with special education needs, women, and vulnerable groups. A second area of concern has been to re-organise the universities' financial management systems, to reduce an exceedingly onerous debt burden and institute a well-managed university system in terms of sound administration, financial planning, and cost-recovery.

4.11.1 The Good Story....

In 2002, total university enrolment in the two government universities (the University of Zambia – UNZA and the Copperbelt University – CBU) was 8,965. By 2005, this figure had risen to 12,774, against a target for 2007 of 12,103. In 2007, a third public university (Mulungushi University) will admit its first degree students.

Between 2004 and 2005, the flow of funds from the sector pool increased, and rehabilitation of infrastructure has commenced, albeit haltingly.

The major successes concerning the university education sub-sector can be itemised as follows:

1. Reintroduction of quality assurance through the external examiner scheme for academic departments.
2. Reintroduction of in-house, competitive funding for research, and for publication of textbooks.
3. Introduction and implementation of an affirmative action student admissions policy in favour of applicants from public rural high schools.
4. Phased replacement of Government bursary grants with repayable loans to students.
5. Establishment of coordinated institutional responses to HIV/AIDS, including official policy, enhanced preventive education, and treatment as well as basic and applied research.
6. Beginning of a process of restocking, rehabilitation, and upgrading the libraries.
7. Establishment of a campus work-study programme to integrate student labour into the campus economy and supplement the disposable income of vulnerable students.

4.11.2   The Unfinished Agenda....

The two universities have experienced severe under-funding since the 1970s. This has led to overcrowding, dilapidation in infrastructure, high student lecturer ratios, lack of expansion in facilities, high levels of indebtedness, inadequate education materials and ICT. These low levels of funding to public universities have, over the years meant that the monthly grant received is solely used to cover recurrent expenditure, leaving no surplus for capital investment, staff development or research.

Some of the major challenges facing the universities are: lack of curriculum responsiveness and relevance to individual, community and national needs; and expansion of the facilities to increase equitable education to a greater number of students.

Of the three sub-sectors in the Education Sector, the university education sub-sector has the highest number of items on the unfinished agenda:

1. The management restructuring has not been undertaken.
2. The level of indebtedness still remains high, leading to continuing accumulation of unfulfilled contractual obligations to staff, especially retirees.
3. Inadequate capacity and quality of student accommodation on campuses (including water, sanitation, and catering services).
4. Continuing militancy of academic staff unions (at UNZA and CBU) resulting in destabilization of the academic calendar.
5. Linkages between UNZA and CBU on the one hand, and MoE on the other remain weak; even the intended Higher Education Liaison Officer in the Directorate of Standards and Curriculum Development has not been put in place.
6. No progress with establishment of a national higher education authority to establish and monitor standards of quality, and to oversee the process of accreditation of new institutions.

In the post-2007 period, the following are the major issues to be addressed in the university education sub-sector:

1. Liquidation of accumulated debt at the two universities, especially UNZA, including funds owing to retired staff, Zambia State Insurance Corporation and Zambia Revenue Authority.
2. Reform of the legal framework of governance in universities (including the Parliamentary Act and the Recognition Agreements with staff unions).

3. Institutional management of the flow of research and consultancy funding into the universities from various sectors of Government (including Agriculture, Mining, Science and Technology, and Health) and from Business and Industry.

4. Gradual introduction of economically realistic tuition and accommodation fees, concurrently with strengthening protective mechanisms to ensure equity of access to university education.

5. Expanded use of Information and Communication Technology for the delivery of university education, especially through distance education.

6. Articulating and strengthening the relations between universities and other tertiary educational institutions so as to cascade the benefits of expertise out to a wider range of students.

7. Expansion of academic facilities, student accommodation, and cultural/recreational facilities on campuses through public/private partnerships.

8. Accelerated rehabilitation of infrastructure.

9. Recovery of student loans to feed back into the revolving fund.

4.12 Technical and Vocational Education

At least three factors severely hamper the performance of TEVET:

a. The system is extremely disjointed with several uncoordinated sub-systems. The quality of training varies substantially, and mobility across the streams hardly exists;

b. The demarcation of roles and responsibilities of MSTVT and TEVETA is blurred, causing strife, jealousy and competition; and

c. With few exceptions, the TEVET system is seriously under-funded. As a result of this (and other circumstances), TEVET is characterized by inferior quality and little labour market relevance.

> **Technical Education cardinal for skills provision, poverty reduction – Vice President**.
>
> Government has said technical education is cardinal for provision of skills which are essential for poverty reduction and national development. The Vice President, Rupiah Banda, said that technical and vocational training were vital for the skilled labour needed for poverty reduction, hence the government's introduction of the TEVET reforms in 1994.
> Dr. Afeti, Secretary General of CAPA (Commonwealth Assoc. of Polytechnics in Africa), said 'Africa is very rich in natural resources, but not in human capital. Africa is poor because of educational training and not adapting to new technologies'.(Times of Zambia, Dec 6 2006)

The Role of Skills Development in the Transition to Work: A Global Review (Avril van Adams 2005) concludes:

> *'Using TVET to improve the transition of youth to work requires careful differentiation of programs and their purpose... In assessing the pattern of skills acquisition over the life cycle, this review illustrates the importance of building a solid foundation of general education for later vocational skills development. Data from household and enterprise surveys show this foundation is closely connected with later investment in vocational skills'.*

Correct Defects on TEVET policy, says Chituwo

Science, Technology and Vocational Training Minister, Dr. Brian Chituwo, has said that the defects in the TEVET policy should be corrected to enhance training of skilled labour. ....'All our efforts will continue to be fruitless if the problem of HIV/AIDS is not taken into account and addressed'

(Times of Zambia, December 7 2006)

There is nothing surprising about this finding, but it confirms the general experience that TVET is not a panacea for youth unemployment. Low quality, labour market irrelevant training does little in helping young people through the transition to the world of work. But of course it may provide them some life skills that might be of later value, while they mature. Although a quality and relevant TVET system of course is required in every society, consideration should also be

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Basic knowledge and skills – not educational achievement – are key to reducing poverty. Raising enrolments and completing primary schooling are necessary – but not sufficient – to ensure basic literacy and numeracy. (WB: Beyond Access: 2006)

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given to the traditional apprentice system, which still plays an important role in many countries, including Zambia. If some sort of link could be established between the TEVET system and the apprentice system, allowing skills upgrading and recognition of competences, this would probably do more to ease the transition from the education system to the labour market, than investment in formalized TVET. Youth friendly labour policies and programmes is another way to reduce youth unemployment, but they tend to be extremely costly and have limited employment impact.

The FNDP embraces formal education and technical and vocational education within its purview of the education sector. It states as the objective:
To develop, revise and improve the overall framework for quality educational planning, human resource, financial management, and administration of technical and vocational education delivery.

The FNDP then outlines Strategies:

1. Provide appropriate infrastructure and facilities to enhance increased enrolment that is inclusive of vulnerable and disadvantaged learners in the basic skills and TEVET institutions;
2. Foster community participation and investment in the provision of basic skills and TEVET;
3. Develop diversified curricula that will mainstream entrepreneurship, career guidance and development from early childhood to TEVET in order to provide skilled human resources for increased productivity and income generation in the formal and informal sectors;
4. Strengthen the regulatory functions of TEVETA;
5. Improve the overall coordination and management of basic skills and TEVET, including information management systems;
6. Develop appropriate training, assessment and qualifications systems to meet the current and future demands of the labour market;
7. Develop effective and efficient modalities for the provision of training and support services to the micro, small and medium enterprises in order to improve household incomes;
8. Mainstream cross-cutting issues (e.g. HIV and AIDS, gender, disability and environment) in the basic skills and TEVET systems;
9. Expand a sustainable financial resource base

It is a major challenge for GRZ to implement these stratgies and the effort will require considerable collaboration between MoE and the national institutions currently engaged in vocational and technical education.

5 Chapter 4b: Access and Physical Infrastructure

Issues pertaining to educational infrastructure are already a great concern of MoE and its cooperating partners. It is generally acknowledged that the provision and maintenance of infrastructure is beset with problems, of which the inability to match output with needs is paramount.

5.1 The Backlog of Education Infrastructure

The SP Strategy Paper suggests that 10,000 basic education classrooms be constructed to provide for a backlog of primary education infrastructure. The figure in the year 2005 Work Plan is: 'the number of classrooms available is 29,009; with a pupil population of 2.5 million, the number should be 56,052, which indicates a shortfall of 27,043 classrooms'. And this only refers to primary schools. The FNDP states that not one secondary (now High) school has been built since 1972.

The backlog of infrastructure is caused by drastic changes within the education sector resulting in substantial increases in the pupil population:
- Increased enrolment due to free primary education
- Transfer of grades 8 and 9 from secondary to basic education
- Elimination of 2 and 3 shifts for grades 5 to 9 (to be completed by year 2010)
- Replacement of temporary structures with permanent ones
- Coping with increased demand in secondary and tertiary
- Inability to cope with demand over many years

If the 7,900 temporary classrooms (MoE March 2006 Bulletin) in basic education need to be reconstructed to become permanent and two classrooms for grades 8 and 9 in each of the approximately 7000 basic schools are to be provided (if some of these are already provided, it is at large at the expense of lower grades), the immediate need is 22,000 classrooms. The reduction of double and triple shifts would increase the backlog by at least a multiple of 4. On top of this there are 6,500 temporary staff houses for basic education alone and a large backlog for additional houses as well.

Recent yearly gross enrolment rates have increased by 6/14/23 % in the years 2004/05/06, but has now stabilised at 2% with an increasing net and a decreasing gross enrolment. The extraordinary need for infrastructure is a result of this dramatic development and the other factors mentioned above.

There are 480 temporary classrooms and other rooms at HS level, which seems moderate in comparison to basic level, but there will be an increasing demand for

secondary education over the coming years. This is due to the fact that there has been no HS built over 20 years. Add to this increases pertaining to technical and tertiary education. For TTCs, new 3-classroom blocks are being constructed at each of the 12 colleges. For the universities, the extensions planned under the SP 03-07 allowing for a 30% increase of the student intake, is postponed to the FNDP period 06-10.

Along with the need for construction, substantial amounts are invested in rehabilitation of school infrastructure. Maintenance is financed with 35% of the school grants, which are for minor repairs only.

The task in hand is huge especially in the light of the current output, which for basic education is approximately 550 classrooms this year and for secondary education completion of 3 HS and start-up of construction of another 5 HS.

In tertiary education the production is rather insignificant with completion of a 3-classroom block in each of the 12 TTC colleges. There is at present no physical development at the universities.

5.2 Current Organisational Structure and the Task

It is unlikely that the current establishment can handle a national building programme to deal with the huge numbers of infrastructure mentioned above. Thus, there is a need for total strategic rethinking. Recent shortcomings with regard to providing adequate numbers of school infrastructure has tempted the SIS to take action and they are now in the lead in the management of contracts across the country contrary to the decentralization policy. Funding to the projects is given to the districts in 'cut checks' for them to forward to the end users. The issue of decentralization against the much-needed efficiency in delivering infrastructure is an issue to address.

In the long term, a government organization capable of undertaking the mentioned construction task would be difficult, if not impossible to establish, and it is advised that assistance from private consultants is sought with regard to managing contracts on behalf of the government. The contracts should be standard throughout. Another measure could be a refinement of the design to become the lowest acceptable standard, possibly upgradeable.

To arrive at an efficient delivery structure, there are different options to explore, which will require substantial changes to the present system:
- Upgrading of the provincial building office to a capacity, which enables it to overtake the responsibilities of the SIS

- Privatising the provincial building office to cope with immediate demand (could be an interim model)
- Engaging private consultants to work for the various levels (province, district) under contract management

It is almost impossible to see how the overall problem can be addressed without a major role being played by the private sector. This is already acknowledged by the University of Zambia, which has plans for a more direct cooperation with the private sector both with regard to utilizing their vast contingency of land, but also in providing infrastructure, especially for student accommodation.

In the secondary education sector a few schools are under development with use of private consultants. As there are no standard designs available, the task could be reduced in the immediate future once a MoE type design is developed, tested and adopted.

5.3 The Planning and Implementation Cycle

It appears that the education sector tends to plan in the dry season and build in the wet season. This is not only obstructing the building process but increasing the costs as well. There are good reasons for changing this practice, in the short perspective by shortening some of the procedures and in the longer perspective by moving the budget session forward to the first quarter of the year. In this respect it is assumed that the problem arising in the education sector is shared with all other sectors in which infrastructure is a component.

As the national budget is approved by 1st April and the various procedures related to the purchase of materials or contracts last four to five months, the earliest time for mobilisation at the sites is August. Add the time required fore MoE to adjust their own budget and start releasing funds and four weeks mobilisation time for contractors and we are right at the start of the rainy season.

Implementation is a source of discussion between donors and MoE, not the least with regards to the lengthy procedures in the tendering and general procurement systems. MoE, together with donors are preparing to investigate methods of streamlining the entire building process with the assistance from independent consultants. The commission includes investigations into alternative ways of providing infrastructure to the sector. In this connection it is paramount that the actual figures for physical development be established as part of the brief.

5.4   Financing Infrastructure

Discussions about infrastructure development suggest that an enormous backlog of school facilities could be the result of insufficient funding. The findings of this review are far from conclusive in this respect and it is recommended that the issue be investigated in more detail.

A JICA report (2006) suggests that the funds made available in the pool are not spent. It states that 'there were 150,000,000 $ (almost 600 billion Kwacha) in the 2005 pool of which 50,000,000 $ was carried over from 2004'. According the Annual Work Plan for 2006, the total amount for capital expenditure is 172 billion Kwacha of which MoE SIS had at its disposal 72 billion Kwacha. The vast differences over the mentioned years do not correspond to variances in actual and expected output.

The GRZ budget meeting with difficulties of late release and much later disbursement apparently cannot be used within the short period remaining up to the end of the fiscal year. It is uncertain what this means in real figures; however, there will always be a problem of spending, if the construction period remains short. Considering the vast input from communities, in terms of building materials as well as labour, there is a large component, which is not accounted for. A stronger symbiosis between public and private undertakings could be a way to establish real value in the national account for educational development.

5.5   Managing the Building Processes

At present SIS is managing building contracts with registered contractors across the nation, while districts are administering community contracts. This is contrary to the establishment, which is that the MoE is in the role of providing standards and guidelines as well as handling overall budgeting and accounting procedures. This is a measure taken by SIS in order to speed up construction, which has since the SP been falling far below targets (under BESSIP the output was about 1600 classrooms a year against the present 500). While this may be understandable, it is not a viable solution when coping with the expected backlog. The immediate task would be to gradually move supervision and support away from the MoE Headquarters. Private consultants administer the design and supervision of High Schools and TTCs.

Access to design oriented technical advice is a rare service in school construction and rehabilitation, e.g., which is the best solution to a problem, construction or rehabilitation; how are buildings and land best utilized etc.?

An upgrading of the provincial offices with regard to qualifications of the Provincial Buildings Officer could be one way to deliver more service to the schools. Other ways could be found in making consultants available to the provinces and districts, which could deal with contract preparations and supervision.

Research into the improvement of infrastructure designs have been made and are about to be tested. The design, which is based on the steel girder principle, which is adopted countrywide, is promising as a step towards simplifying the existing design.

> In one High school, which the team visited, the Board was struggling to raise money for female dormitories. When visiting the premises, there were plenty of broken beds in the male dormitories and if they were repaired, some dormitories could be converted to accommodate girls, possibly with a boundary wall. This would be by far the cheapest solution, in capital as well as in recurrent costs. This is an example where technical advice would have been

There is, however, a need to look into how the very poorest societies can be supported in appropriate, low cost and possibly up-gradable designs.

5.6 Community Built School Infrastructure

The increase of school infrastructure activity during the last couple of years is to a large degree linked with community initiatives. The increase of permanent classrooms during 2004 – 2006 was 5,7%, while the corresponding figure for temporary classrooms was 46%. This vast difference is no doubt due to a strong representation of Community Schools and community efforts at 'government' schools.

The aspirations among communities may be many, however, the full fledged standard classroom and staff house design from the ministry seems to be seen as a threshold, which when overcome, gives access to government grants and support.

There could be other more effective ways of planning the development of a

> In one community school, which the team visited, they were gathering stones and producing burned bricks for the construction of two staff houses, two classrooms and latrines. The task was immense, but needed as the distance to the nearest school was 7 km., which meant that, with a catchment of 3 km for the community school, students would have to travel up to 10 km twice a day. There were approx 600 pupils in the villages of which

school and there is a need for a thorough investigation as to how communities can be

guided into a more comprehensive and cost efficient package combining educational development with adequate infrastructure.

With regard to infrastructure, this would mean that emphasis is on the provision of adequate teaching-learning processes and the minimum building facilities necessary for achieving this, e.g. with focus on teacher accommodation rather than permanent classrooms. In this way, the threshold could be eased with regard to classroom buildings and strengthened with regard to educational quality, under MoE support and supervision.

Especially, if a building officer guided and supervised infrastructure development is based on sound community based construction methodologies acknowledged by the government, the number of acceptable classrooms could increase drastically. One way could be to accept and encourage the use of more appropriate building technologies of which improved soil blocks is well known and accepted as it is researched and tested in many countries.

A possible way to encourage communities to provide adequate and appropriate infrastructure could be to classify community buildings e.g. that buildings fit for all weather conditions could be graded A and buildings unfit B. This would make it possible for communities to provide and upgrade infrastructure to a quality, which is acceptable to the official system and, which is compatible with their means.

If methods used are upgradeable, such as thatched roofs which can receive corrugated metal roofing at a later stage, benches in soil blocks to be replaced with school desks, soil floors to be concreted, openings to be fitted with vent blocks and later with windows, walls left untreated to be plastered etc., there could be more resources freed to care for e.g. teacher accommodation, books, latrines, water, etc. The acceptance by the official educational system could be an encouragement for the communities to participate even further in the development and maintenance of school infrastructure for their children.

5.7   Flexibility and Innovation

The SIS is at the moment focusing on the large backlog of infrastructure and given the reduction of staff by the end of the year, there will be little time to develop designs and comprehensive solutions.

Other issues will need attention, possibly through the development of special programmes developing and testing solutions, which, if effective, can enter into mainstream ministerial guidelines and standards. Such issues might be in the line of

innovation but, equally important, could be areas, which are related to changes either of political nature or societal evolution.

Examples are:
- Community schools; their role and potential in providing education to the people: this study could aim at establishing modalities for support to communities with regards to establishing schools and school infrastructure, identifying, testing and adopting acceptable, appropriate, and upgradeable building methodologies based on available resources and local craftsmanship.
- The private sector in the provision of educational infrastructure: the capacity of the private sector with regards to managing building contracts on behalf of MoE HQ, provincial offices and the districts; also their ability to develop type designs and contract documents, especially in the secondary education sub-sector.
- School designs in different social and climatic areas: further development and testing of school designs for e.g. small size or shared classrooms for remote small communities, designs for children with learning disabilities, designs for extreme climates, designs to reduced theft, special classrooms for science, libraries etc.
- Alternative and appropriate building materials: analysing experiences from other countries with regards to using alternative building materials and their adaptability to Zambian conditions (this could be done in cooperation with engineering departments at the universities).
- Standard designs and contracts: develop type designs, especially for secondary education, which clearly defines contracts to be administered at all managerial levels
- The appropriateness of educational infrastructure in the light of an increasing proportion of female students: prepare study of the suitability of the existing educational facilities and propose measures to efficiently deal with shortcomings, which disadvantage female students.
- Maintenance of school infrastructure: Zambia has years ago developed systems for maintenance of school infrastructure and is financing it through school grants, which are exclusively for recurrent expenditures. It is not immediately known to which degree the funding matches needs; however, judging by the state of school infrastructure there is a need to revisit this issue and prepare a cost-benefit analysis with an aim to ascertain that infrastructure is not deteriorating at a pace seriously impeding the struggle for coping with the backlog.

5.8   Conclusions and Recommendations

The situation with regard to infrastructure is unclear: at national level there is uncertainty with regard to the level of intervention required to care for an unknown backlog of infrastructure. The political goals for decentralisation are not effective due to inability of the present system to cope with demand. The implementation is hampered by long procurement systems, which forces the construction period towards the end of the financial year and into the rainy season. Finally, the present level of funding seems inadequate for the large backlog.

Thus, the main aim in the shorter term is to bring order in the apparent chaos and bring the provision of infrastructure into a feasible routine with mobilisation of all available resources.

5.8.1   Short-term perspective:

The main objective in the short term is to establish realistic needs oriented data on all levels of education at district, provincial and national levels and to conduct strategic planning accordingly. A lot of information is already gathered in the EMIS, however, the information needs to be translated into reliable data, which establishes the actual need for infrastructure. Only with accurate targets will it be possible to administer resources efficiently.

It is <u>recommended</u> that MoE initiate the following activities:

Undertake the studies outlined above in the section Flexibility and Innovation. The results of the studies will, together with the result of the infrastructure study jointly being prepared by MoE and the donors, feed into overall MoE planning.

Establish up-dated information regarding actual need for infrastructure at all levels and prepare a revised strategic plan for infrastructure. The plan should deal with the backlog in the medium term and with normal conditions in the long term.

Assess options taking into account the private and public resources available in the shorter and longer-term perspective including scenarios based on different cost models e.g. low cost and community based construction and private sector involvement.

Outline a strategy for a more decentralised management system gradually moving supervision from MoE HQ to provinces to districts, possibly with assistance from the private sector. A first step would be to upgrade the provincial offices to a level enabling them to overtake contract management from HQ.

Establish more rational procurement systems in order to prolong the construction period and to avoid building in the rainy season. This could involve standard procedures, which, if followed to the point, could become approved without procedural delays.

5.8.2 Medium-term perspective:

The main objective in the medium term is to bring the renewed system into full operational level and to, systematically deal with the backlog.

To do so, the upgrading of the provincial offices must be in place and the investigation of private sector capacities must be encouraging. Limited resources within the private sector might delay the process, but not necessarily eliminate their involvement.

SIS already works with consultants within the secondary and tertiary sub-sectors. The new in the situation is that consultants are for management only. All contracts should be based on standard designs and procedures. A strong cooperation between the private and public systems is vital.

The could be two types of management contracts: one, which focus on the management of infrastructure contracts, possibly in packages; and one, which is for management assistance to SIS, the provinces and the districts. Bidding documents will have to be developed for such consultancies.

The contracts should encompass maintenance planning and implementation as a component concurrent with construction and rehabilitation activities.

5.8.3 Long-term perspective:

This perspective assumes that the backlog is reduced dramatically and that the main objective of the SIS is to maintain a system, which mainly deals with normal procedures related to a normal infrastructure output compatible with demographic developments.

The long-term strategy is based on an assessment of the efficiency of the new system especially with regard to the decentralisation process and the involvement of the private sector in the planning and implementation processes.

The result will be a system, which is geared towards providing and maintaining normal infrastructure. It is, however envisaged that the present focus on primary education will shift to secondary and tertiary education and that there will be a considerable need for infrastructure for considerable time to come.

5.8.4   A Summary of the Key Issues:

There Is a Massive Backlog of Educational Infrastructure

This is due to:

- Free primary education
- Grade 8 and 9
- From temporary to permanent structures
- Secondary demand
- Tertiary demand
- Inability to cope with demand over years

Current Organizational Structure Not 'Fit For Task

- A strategy must be found for 6 - 14 - 23% increase of enrolment in recent years against 2% as normal
- Current organizational structure should focus on the 2% scenario plus ongoing rehabilitation and maintenance
- Extra-ordinary solution needed for backlog, which is planned to be cleared during the FNDP

Planning Takes Place in the Dry Season and Construction in the Wet Season

This is due to:

- Tender and procurement procedures are too long considering the late time of the budget release
- This will influence construction time and costs, especially with regards to. remote schools, which will become difficult to access

Decisions and Designs Are Not Adequately Addressing Needs or Are Cost Efficient

- Decisions at school level are not adequately based on professional guidance
    - Provincial officers do not possess the capacity to adequately support boards in search of cost efficient solutions
- The designs are inappropriate
    - In spite of attempts to establish low cost designs, there are still no appropriate solutions for the poorest societies

Communities as Partners in the Provision of Schools

- 2004-06: number of permanent BS classrooms increased by 5.7%, temporary by 46%, which suggests that communities are primary providers of basic schools
- The threshold of community schools is too demanding, which forces communities to focus on physical development
- Policies are needed to support and include community schools at an earlier and more appropriate stage

Flexibility and Innovation in the Provision of Educational Infrastructure
- The task of producing huge numbers inhibits innovation, which could be addressed through special programmes
- Flexibility is needed in the further development of standard designs to cope with different social and climatic conditions

6   Chapter 5: Managing the System

In development jargon there is a term called 'reformitis''- the disease of having too many reforms! MoE has been a particular victim of this ailment as not only did it have to cope with major government reforms (Public Service, Financial Management, Decentralisation) but it was also engaged on its own major sector reform programmes. And the reforms continue – for example, only last year Early Childhood Education – was 'fostered' on the Ministry: this is an area of critical importance in the education of a child and requires considerable mobilisation of resources, both personal and financial. Thus the review team has sympathy with the MoE as it is caught up in the effects of 'reformitis'.

There are a number of apparent contradictions in the way which the MoE works: a) on the one hand, key personnel are over-worked and b) on the other, a large number of people do not seem to be engaged in productive work. There are concerns that consultants/advisers have too strong a role in management, thereby weakening the powers of the mandated directorates, sections, etc. There are also the concerns that donors make too many demands on the MoE, requesting reporting procedures not in line with government rules and regulations.

> **_Spend less on allowances_**
> Copperbelt Province Permanent Secretary, Jennifer Musonda, has said that Government will not allow a major portion of the provinces annual budget to be spent on allowances for officials.
> Mrs. Musonda said a situation where 70% of the budget was spent on subsistence allowances for government officials would no longer be tolerated.

There is also the 'workshop' culture whereby very often normal jobs (e.g. writing a report) are 'elevated' to workshop status, resulting not only in people being out of office but in a further drain on ministry funds.

The weaknesses in management and organisation are well known to senior MoE officials. There is often a sense of frustration that 'the right people in the right place' cannot always be achieved, given the culture of civil service in the country.

This chapter therefore takes a critical look at the MoE in terms of general government reform agendas and in terms of effective management of the sector. It is intended to help with further discussion and analysis, resulting in a ministry better equipped to deliver effective education provision.

6.1   Organisation and Management Structure

The educational policy stipulates that there should be decentralisation and liberalisation of operations of the Ministry in the provision of education services as opposed to the adopted centralised system in use at present, which focuses key operations and decision making at Headquarters. The policy of decentralisation and liberalisation is in conformity with the Public Service Reform Programme, which envisages a small, well structured, effective, but professionally run public service that is geared to providing a conducive environment allowing for increased participation of individuals in the educational sector.

The restructuring of the Ministry of Education ("MOE" or "the Ministry"), which is on going has taken longer than expected. However, this can be attributed to the slow pace the Ministry has been carrying out the restructuring and decentralisation process. The delay in the implementation has also led to problems in attempting to improve co-ordination and the delivery of some of the key functions and services of the Ministry. New positions have not been created and some of the old positions need to be restructured in line with the new demands that have arisen as a result of the process of the implementation of the decentralisation and liberalisation policy.

However, it is important to acknowledge the positive things that the Ministry's restructuring has brought about, which include:
- Positive principles of governance through the establishment of Educational Boards throughout the country;
- Local participation in planning and decision making intended to empower the lowers levels for the betterment of the principles of corporate governance and education delivery in Zambia;
- Ownership of the decision making process;
- Involvement of local knowledge in the design and implementation of appropriate interventions;
- Ownership of schools through Parent Teachers Associations ("PTAs");
- Better and improved linkages and channels of communication between parents, through PTAs and the Ministry; and
- Allocation of resources based on needs and assessment on the ground.

6.2   Organisational Chart / Establishment and Staffing Levels

The structure of the Ministry as can be seen below, establishes a system of working relationships that divides, differentiates, and coordinates the tasks of people and work groups within the Ministry in order to attempt working towards a common purpose, for the betterment of education in Zambia.

Currently, the Organisational Structure of the Ministry comprises the Offices of the Permanent Secretary, Directorate of Human Resources and Administration, Directorate of Planning and Information, Directorate of Distance Learning, Directorate of Standards and Curriculum Development, and the Directorate of Teacher and Specialised Education Services. All the Heads of Directorates report directly to the Permanent Secretary of the Ministry.

The Organisation Structure is shown in Table 1 below:
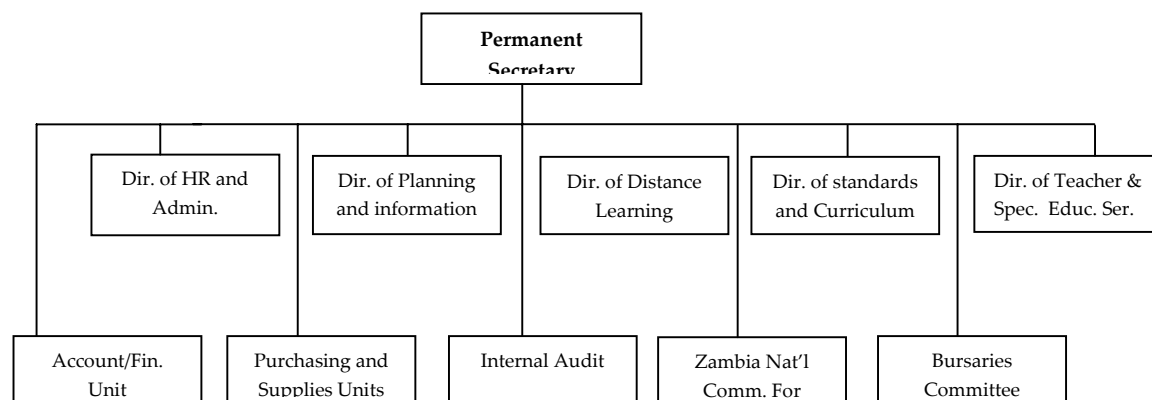
Each Directorate, as can be seen from the above chart, has various Departments and Units reporting either to the Head of Directorate or in some cases directly to the Permanent Secretary. The latter comprises the following units:

- Account/Finance Unit;
- Purchasing and Supplies Units;
- Internal Audit;
- Zambia National Commission for UNESCO; and
- Bursaries Committee.

The Ministry has in the past been managed based on the above reporting structure but in line with the spirit of the decentralisation and liberalisation policy, a new organisational structure has been drawn up based on the new strategy, yet to be approved by Cabinet Office. The need to redesign the MOE structure has been necessitated by the desire to improve on operational efficiencies, and as a step towards the implementation of the new Strategic Plan and the decentralisation policy. From the review study, it is our understanding that in undertaking the implementation of the decentralisation policy, a new organisation structure has been proposed and presented to Cabinet Office for approval. However, the consultants during the course of the review study were not availed with the proposed organisation structure to comment on or otherwise include it in the review report as an attachment.

In an attempt to obtain some understanding of the Ministry's intentions and thinking behind the proposed structure, the following were taken into consideration:

- The consulting team held discussions with various staff members of the Ministry;
- Reviewed recommendations made from the Strategic Planning workshop which was held by the Ministry in attendance by their stakeholders on the new proposed structure; and
- The examination and analysis of various options of the likely future operations of MOE and how these would impact on the structure.

The results of these are outlined below in section 1.2.

Within the existing structures of the Ministry, the Human Resource and Administration Department ("HRA") has focused on ensuring that the Ministry recruits, retains and upgrades the performance levels of its employees through a variety of approaches ranging from on-the job training to medium and long term courses based on the Ministry's needs and available budget. It has also tried to ensure that career paths are defined within the Ministry in line with the set policy, while at the same time providing guidance and policy direction on issues of career development and management to staff and personnel of the Ministry.

The foregoing is evidenced by the implementation of policy issues such as the recruitment of staff and teachers; issuance of guidelines on human resources and procurement procedures by the Ministry at Provincial and District levels.

The HRA department has also been tasked with the responsibility of drawing up comprehensive training plans which guide the training of officers at all levels within the Ministry. This is done every year where each Department, Provincial and District office submit their training plans which are then consolidated by the Human Resource and Administration Department.

6.3   Organisational Structural Issues

The Organisational Structure review of MOE involved interviews held by the team of consultants with various key staff at all senior levels in the Ministry, namely the Permanent Secretary, Director – Human Resources and Administration, Provincial Educational Officer (Lusaka Province) and District Educational Board Secretary (Chongwe District) .

The interviews centred on gathering information on the current organisational set up and the pattern, linkages and strength of relationships between positions in the Ministry. In addition, after the interviews, an analysis of information gathered and

collected was conducted that raised certain issues and question that may need to be answered and addressed by the Ministry in order to ensure the successful implementation of the new Strategic Plan and the decentralisation policy.

The key issues observed relate to the current organisational structure and how the Ministry is performing, these include the following:

- Incomplete decentralisation of activities , tasks, and responsibilities from Headquarters to the provincial and district levels in the Ministry;
- Proliferation of departments, activities and tasks;
- The devolution of power and authority to the lower ranks and levels within the Ministry;
- The segregation of duties and responsibilities based on the proposed new structure and the decentralisation policy; and
- Poor coordination of inter-departmental functions due to the inappropriateness of the current structure not being in line with the decentralisation and liberalisation policy.

The Ministry has further continued to encounter the following challenges:

- Inadequate number of trained teachers at high school and basic school levels especially in peri urban and rural areas;
- Slow and protracted tender procedures at provincial levels in respect of the procurement of educational materials and basic infrastructure requirements;
- Lack of accounting staff at district level to meet the challenges of implementing the decentralisation process;
- Incomplete restructuring process in line with the decentralisation policy and the slow pace at which the Ministry of Education Sector Plan ("MoESP") is being implemented;
- Increased demand for high school and tertiary education; and
- Lack of an effective centralised education management information system data-base and inadequate utilisation of education information data.

6.3.1   Decentralised Structure

The decentralisation process of the Ministry is guided by the principle of delegation of:

- Decision making;
- Identification and separation of functions of each department or unit; and
- Delegation of appropriate authority from Headquarters to the centre points of delivery (School, College and District Boards).

The Ministry of Education is by far the largest and most widely spread in terms of operations within the Government in the country. The Ministry also has the highest

number of employees in comparison with other Ministries in the Government and, therefore, has the largest payroll and wage bill. The processing of the payroll for the Ministry is currently in the process of being restructured from being processed centrally at provincial level to being decentralised at the district level through the Payroll Establishment Control Management ("PMEC") under the Public Service Management Division ("PSMD"). The collection of data for input for the payroll in the Ministry has already been decentralised to the district level although all the actual physical input of data remains centralised at the PMEC Computer Centre in Lusaka by getting the District Accountants to travel to Lusaka each month to input data.

In terms of operations, the Ministry is currently centralised in its functions at Headquarters which is not in line with the decentralisation and liberalisation policy. This is evidenced by the Permanent Secretary ("PS") having a seemingly "tight control" over the day-to-day operations of all the Directorates, and Units within the Ministry. This arrangement has the following implications:

- The authority for decision-making is concentrated in the office of the Permanent Secretary, leaving departmental heads with minimal decision-making powers and authority. The departmental heads carry the title and have the authority, in principle, to oversee activities through to their logical conclusion by working at provincial and district levels.
- However, the proposed decentralised structure contradicts this basic premise by placing the critical decision making powers in the PS' office and not devolving it to the departmental heads and down the hierarchy to the other assistant heads of departments, such as the PEOs.
- This system of control and management has the inevitable inherent deficiency of delaying decision making process; creating bottle necks; referring all decisions to head office or the PS' office; eliminating ownership of the decision making process and therefore responsibility and accountability; and eliminating a participative approach to decision making.
- In as much as there is need to keep control over the overall affairs of the Ministry, a deliberate and inclusive decision must be made with regard to the level of devolution of powers to the lower organs of the Ministry, in order to ensure that there is participation, ownership, uniformity and consistence in the approach to decision making.

6.3.2   Inappropriateness of the Structure

Under the existing organisational structure, all Directorate Heads (Directors) report to the Permanent Secretary. Each Directorate has departments which carry out different function and activities. Some of the function carried out overlap with

activities carried out by other Directorates. This has created a thin distinction between what one department does as compared to the other departments and units.

With the decentralisation and liberalisation policy in place there is an urgent need to harmonise some activities and tasks performed by various department/units to make them more specific to each department or unit and in turn make the Ministry more efficient in its operations. With the decentralisation and liberalisation policy, the Ministry should also consider looking at what necessary changes may be required to the current structure in order to fit in the new policy and harmonise operations, thereby promoting efficiency and effectiveness in its operations.

The inappropriateness of the current MOE organisational structure with regard to the decentralisation policy is also reflected in the reporting structures and relationships at the provincial and district levels. For example, High School Management Boards, according to the current structure, report to the Provincial Educational Officer ("PEO") with the District Educational Board Secretary ("DEBS") having representation on each High School Management Board. In the current system of reporting, when decisions are made at the High School Management Board level and passed on to the PEO's office for approval, these are normally referred back to the DEBS thereby creating delays, inefficiencies, duplications and duo reporting roles.

The High Schools Management Boards have been given distinct autonomy, although this has not been clearly defined. There is need for the reporting relationships to be consistent both in intent (spirit) and practical implementation in order to reflect and foster the spirit of the decentralisation and liberalisation policy.
In the implementation of the decentralisation policy and restructuring of the Ministry, we would recommend that in the proposed new structure, staffing levels all aim at fulfilling Government policy on education development in order to achieve the following:
- Rationalisation of functions, job descriptions and grading structures;
- Elimination of overlaps wherever they are perceived within the Ministry's operations;
- Development of structures that suit the mission statement and objectives of the restructured MOE;
- Combining roles with similar duties, responsibilities and accountability in order to enrich job content and enhance motivation;
- Create new roles, where necessary to ensure the achievement of objectives; and
- Strengthening of structures at the point of delivery in the educational system.

6.4 Descriptions of the Departments and their Operations

Generally, the departments at MOE Headquarters, Provincial and District levels represent the functional areas in which the Ministry provides its services to the general public in the delivery of education services. Most of the departments, provincial and district offices are further subdivided into Units, which have a focus on providing specialised services under the ambit of the relevant functional areas at the Ministry Headquarters, and in turn contributing to the performance of the overall broader functions of their departments.

In the following sections descriptions of the MOE departments' key elements of functional activities and responsibilities are provided:

6.4.1 Administration and Human Resources Department

This has the following key inputs into the education management and administrative systems:

- Provide link between management and staff;
- Recruitment of MOE personnel and teachers;
- Carry out termination, promotion, etc. with the approval of the PSMD and Teaching Service Commission;
- Implement and monitor the Performance Management Systems, including the conduct of the related performance appraisals;
- Compensation;
- Salary and wages administration;
- Human resource planning;
- Process salary and wage increments, effect demotions;
- Administer disciplinary systems and codes of conduct;
- Administer conditions of service;
- Manage employee and labour relations;
- Process leave;
- Process salary advance and loans;
- Maintain staff records;
- Procurement of goods and services; and
- Manage the registry and record keeping.

6.4.2 Accounts Department

The accounts department is responsible for the following:

- Preparing annual budgets;
- Accounting for funds from the Treasury;
- Accounting for funds from donors and other sources;
- Allocating funds and monitoring expenditure with the final responsibility being with the PS who is the controlling officer;

- Processing payments;
- Disbursing funds to provincial and districts boards;
- Compiling monthly expenditure reports from the provinces and other financial reports for use by the Ministry;
- Reconciling bank accounts;
- Maintaining cash book and ledgers;
- Maintaining creditors and related accounts payable records;
- Conducting periodic stock-takes; and
- Preparing financial management reports.

6.4.3   General Operational Issues of the Departments

In general terms, the operations of the MOE departments are affected by a common set of problems to which the Ministry's shortcomings in delivery of services can be attributed to. The study involved having interviews, discussions with various individuals at all levels of the Ministry (Headquarters, Provincial and District), and the review of common documentation; a common pattern of problems was drawn and these emerged as the major concerns of relevant and key personnel in the Ministry with regard to the overall operations of the MOE within the framework of a changing educational structure. The problems identified were categorised as follows:

Duplication of Responsibilities
The problem of duplication of responsibilities and roles is widespread across many departments. Since job descriptions and specifically defined responsibilities are not available for nearly all positions in the Ministry, position holders lack points of reference for differentiating their job contents, tasks and responsibilities. As a result it is not uncommon within departments to have a number of personnel or positions performing similar tasks.

The duplication of responsibilities and roles also contributes to the under utilisation of staff in the Ministry. This is further evidenced by the tendency where some functions have been too thinly split and distributed among more people than otherwise would be necessary, as is the case with the responsibilities for the preparation of the payroll and payment vouchers.

With the decentralisation and liberalisation policy in place, we would recommend that the Ministry conducts a Work Motion Study to scientifically determine the appropriate manning levels to carry out tasks and activities in the Ministry so that there is an appropriate complement of staff and the efficient and effective utilisation of manpower resources.

Performance Evaluation

In the area of management and Human Resource, the Ministry has introduced a Performance Management System to facilitate accountability, efficiency and effectiveness in education. This has been achieved by the introduction of performance indicators and training especially at senior levels in areas of strategic planning, budgeting, financial management, expenditure control and management of change.

To-date, the appraisal system has been initiated but remains operational only at the Ministry headquarters. With the decentralisation policy, this will be an efficient and effective way of gauging performance with the Ministry and the Teaching Service Commission; and aligning resources in their most effective areas.

We would further recommend that the Ministry puts in place an integrated management information system as well as an open performance appraisal system at all levels within the Ministry (Headquarters, Provincial and District levels) to facilitate motivation and retention of staff.

Inadequate Equipment

Nearly all departments and offices at provincial and district levels of the MOE are at present operating with inadequate or outdated equipment, although the Ministry has been trying to replace some of the outdated equipment, such as faxes, computers, etc., etc. The absence of a network based systems to aid information dissemination and management affects the Ministry's ability to operate effectively.

As a result, the management and distribution of information is generally poor in the Ministry as evidenced by the widespread inability among the departments to maintain up-to-date information on various aspects of their operations, in particular human resources. For example, the Ministry should have up-to-date information on the number of teachers who have retired or are about to retire each year, those being recruited, trained, redirected and or deployed in other units and service areas within the education system. This would assist in planning for both financial and human resource for the present and the future.

Similarly, the lack of adequate computer equipment within the Provincial and District offices has been a major concern to the Ministry as it is unable to fully computerise its operations. While some assistance has been provided to the MOE, through provision of equipment by various donors and also through its own resources, this assistance falls far short of what is required to meet the Ministry's equipment modernisation needs and requirements.

Staffing

Staffing inconsistencies are a common feature within the MOE departments, units, and Provincial and District offices. For instance the Internal Audit Department currently has six (6) members of staff for the entire Ministry. This is highly unusual for a Ministry that spans the breadth and width of the entire country. This is a Department that is supposed to play a vital role in the monitoring of operational and financial management activities. As a result the department cannot effectively perform pre and post audit functions to ensure that financial accounting systems and procedures are adhered to in the Ministry20.

> The key initial question is what is school capacity? Capacity is the collective power of the full staff to work together to improve student learning school wide. More particularly, school capacity consisted of five components working together: individual skills and dispositions of teachers; a professional learning community (defined as the quality of ongoing relationships among teachers, and

The Ministry has in the recent past tried to ensure that teacher supply both at basic and high school are in line with the strategic policy options and goals. This is evidenced by the fact that MOE in 2005 recruited, about 8,385 teachers of which 7,000 were placed at basic school level and mostly in rural areas. Unfortunately, understaffing will continue to remain a big challenge of the Ministry especially in rural areas.

In early 2006, the Ministry of Finance and National Planning ("MoFNP") through the Treasury was granted authority to recruit 739 accounting personnel to be deployed at lower levels of the education system at provincial and district levels in order to enhance accountability, transparency and value for money spending at those levels; as well as improve reporting and the flow of information in the Ministry. The recruitment of accounting staff has started and will enhance financial management and reporting which in turn will strengthen the process of education decentralisation.

However, the Ministry still falls short of human resources staff at provincial and district level. We hope that with the decentralisation and liberalisation of authority, the Ministry considers strengthening human resources staff at this level.

Teacher Issues

The challenges facing teacher management include the following:

- Unbalanced distribution of teachers, as most teachers prefer to work in urban, peri-urban and areas with high economic potential and where amenities are

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[20] However, Provincial Education Offices now have auditors.

available and as a result, far flung and remote areas continue to have fewer teachers;

- Low teacher personal emoluments;
- Inefficient utilisation of teachers, due to inadequate teaching materials; and
- Continued interference in teacher management.

Unclear Policy Directions

The long-term national education policies come mainly from documents and policy statements external to the Ministry of Education. However, the Ministry has not translated these broad policy directions into policies and guidelines that can be clearly interpreted by its staff. In addition, these broad statements generally do not take into account the resource implications and other cost drivers related to and inherent in the implementation of the proposed policy changes.

This lack of a coherent policy framework, the absence of implementation guidelines, and the lack of consideration for the requisite resource constraints, or the making of the necessary resources available, have become major and progress hindering obstacles to improving the sector.

Stakeholder Relationships

The Ministry needs to think more broadly about who its stakeholders are, and the sort of relationships that it needs to have with them in order to fulfil its wider objectives and purpose. The Ministry should move to partnerships with key stakeholder groups and more importantly engage in private-public partnerships in its efforts to modernise and improve education service delivery. These partnerships should be structured in such a way as to encourage the following:

- Are proactive rather than reactively set in motion;
- Involve joint planning of joint ventures;
- Recognise contributions;
- Include consultation on key directions; and
- Define mutual responsibilities.

The Ministry has been working closely with the donors and has established excellent working relationships that support the following:

- Government ownership and leadership in the education; and
- Promoting coordinated policy dialogue and technical support on strategic issues in education the private sector, and civil society.

Funding

Limited funding of Departmental, Provincial and District offices has been identified as one of the more common acute problems affecting the operations of MOE. In some instances there has been insufficient funding to perform even the most basic of

the Ministry's functions due to limited budgetary allocations and erratic release of funds by the Ministry of Finance and National Planning ("MoFNP"). The Ministry's budget has to be adjusted to sometimes suit the allocation given and in most cases Ministry Headquarters without informing the respective departments, units, provincial and district offices adjusts their budgets accordingly.

This situation has contributed to some of the perceived shortcomings in the operations of the MOE with respect to departments, Provincial and District offices, and contributed to low and sometimes poor morale among the personnel. Dialogue between the parties concerned in the budgeting process is also non existence and the Ministry should look into this aspect so as to harmonise the process and remove budgetary constraints.

Operational Inefficiencies

Operational inefficiencies largely refer to the use of resources within the Ministry that may be used more effectively and efficiently elsewhere, or in another form, for instance, investing in training of staff to enable them acquire a broader set of skills, as opposed to paying for workshops and seminars, that at the end of the day makes little contribution to the improvement of the service delivery. Such funds could perhaps be better applied in the employment and deployment of new personnel.

At the MOE, the problem of operational inefficiencies is significant in some departments in comparison to other and these may need to be reviewed during the implementation of the decentralisation policy the Ministry has adopted. This can be seen in the Standards Department were activities such as inspection of schools is not done regularly because of limitations in terms of transport and other logistics. The Ministry will need to look at operational logistics at the Ministry, Provincial and District levels to make it operate more effectively and efficiently in the delivery of quality education in Zambia.

6.4.4 Recommendations

The recommendations provided below are aimed at creating an organisational structure that is streamlined and facilitates rational utilisation of human and financial resources through balanced and logical arrangement of functions and positions. Specifically, the recommended functional structure of the MOE is intended to fulfil important needs as stated below.

Alignment of Structure with Strategy

Based on the principle of structure follows strategy, the development of a new Strategic Plan and the decentralisation policy of the MOE invariably demand the

realignment of the existing management structure with the decentralisation of operations in mind, to create a close fit between structure, strategy and policy. As expected, the implementation of the new Strategic Plan will be facilitated by the existence of an organisational structure that is designed and ready to support the new processes and procedures in line with the decentralisation of the Ministry's functions. Such a structure should, therefore, reflect features that conform to the new strategic direction and commitments of the Ministry.

Reduction of Reporting Hierarchy for Operational Efficiency

As stated to earlier, the detailed analysis of the existing structure of the MOE revealed highly centralised management structures. This has the disadvantage that it may lead to inhibition of operational efficiency and timely decision-making. On the basis of this and in order to address the need to create flexibility in the organisational structure, we hope that the recommended structure submitted to Cabinet Office, which we have had no preview, focuses on decentralising decision-making by encouraging delegation of decision-making authority to Departmental Heads, Provincial Heads and District Heads.

Important considerations for implementing the new structure

The implementation of the new structure should be on the premise that the following guiding principles are satisfied:

- Organisation structure should support (strategy) mission, vision and objectives;
- Roles within the organisation should be clearly defined and flexible enough to adapt to the changing needs;
- Departmental lines or divisions between groups are crossed easily, particularly when the promotion of collaboration means and leads to an improved product or service (synergy) delivery through better allocation and use of scarce resources;
- Staff members have linkages with, and access to, other units in the Ministry important to their work through the sharing of information and resources;
- Coordinating, monitoring and controlling mechanisms are in place to facilitate corrective measures and better application of resources, while promoting access to other units within the Ministry in order to avoid duplications and wastage or inappropriate application of resources;
- The Ministry offers clear lines of accountability, transparency, and value for money spending based on performance and quality results (at individual, group, and ministerial accountability levels);
- Decision-making is sufficiently decentralised to promote maximum participation, ownership and productivity and good morale; and

- The structure relating to responsibility for performance makes organisational sense and allows the delegation of sufficient authority to facilitate work processes.

Rationalisation of Departments and Positions
The Department of Administration and Human Resources should be split into two departments, namely the Administration Department; and the Human Resource Management and Development Department respectively. This separation of the two functions would be justified by the fact that Human Resource Management and Development cannot be performed as part of the routine administrative functions, but should be considered as a key and ongoing function of the Ministry that is critical to the maintenance of high education standards especially in the area of teacher deployment and performance.

This would also facilitate the staff in the new departments focus on the core areas and activities, in contrast to the present system where their attention is distracted and diverted from key operation activities by mundane and routine matters, for example pay queries, placement, allowances, leave, grading, etc., etc.

The pool services of secretarial and registry should be re-positioned and assigned to individual departments. This will ensure that these staff are fully accountable to the Department Heads and eliminate the dual reporting arrangement in which the staff were reporting to the latter as well as their respective Registry and Secretarial supervisors in the Administration Department.

It is also recommended that an additional rationalisation exercise be conducted of the positions within each department following the decentralisation policy and the development of appropriate job descriptions and a position rationalisation exercise to be conducted in line with the newly introduced performance management standards.

Procurement Systems
The Ministry has and is in a process of implementing decentralised procurement points of education delivery in order to achieve efficiency, transparency and effectiveness. In the year 2003, procurement of education materials was decentralised through the establishment of education boards while at the same time personnel handling procurements at provincial and district levels received training in procurement procedures.

However, the procurement procedures are currently under review by the Zambia National Tender Board ("ZNTB") who is working on reviewing the ZNTB Act to be

in line with the new educational procurement policy. The Ministry has also applied to ZNTB to certify the Education Boards as procurement units and for thresholds to be issued at provincial and district levels.

We would recommend that the Ministry writes to ZNTB to explain the decentralisation policy the Ministry is undertaking and the associated benefits especially at the provincial and district levels. The Ministry should also outline the low thresholds and also indicate what MOE intends to do to address the inadequacies in meeting the minimum requirements for certification as provided by the ZNTB Act.

HIV/AIDS within the Educational Sector

This is an issue that affects all the sectors in the economy especially the most productive age group. In education, the pandemic has had devastating effect on teaching and MOE staff and has also left a lot of orphans who have no access to education. The educational sector's development has a direct relationship with the predominance of HIV/AIDS in Zambia looking at the number of staff the Ministry employs across the country.

It has been generally observed that infection rates tend to be highest in areas associated with   increased economic activity and increasing number of schools, for example those within the line of rail. This implies that, the basic school, high school, college, communities and students closest to the line of rail are exposed to greater risk of HIV/AIDS infection.

In line with the foregoing, it would make greater sense that greater focus and emphasis on intervention measures are also proportionately distributed, but without, of course, ignoring or sacrificing the other areas too.

Intervention Mechanisms:

Due to the immensity of the HIV/AIDS pandemic and its effect on the people and economy of Zambia, a number of structures have been created by Government and other interested stakeholders to promote effective communication, working co-ordination, technical advice and support to the various agencies and institutions engaged in ensuring that this problem is under control.

The National HIV/AIDS/STD/TB Council ("NAC") is the highest coordinating body in matters of HIV/AIDS/STD/TB in the country, charged with the responsibility of developing and providing a policy framework that will help in the facilitation and co-ordination of all facets of various interventions to deal with the HIV/AIDS pandemic in Zambia.

Therefore, the basic premise of recommendations in regard to HIV/AIDS within the Education sector, is that interventions should, as much as possible, be aligned and cooperate with existing operational frameworks. This approach is gradually gaining popularity, as greater appreciation is given towards the benefits of adopting a multi-sectoral approach that is, the crosscutting, coordinated approach adopted to combat the HIV/AIDS pandemic in Zambia.

It is therefore recommended that, prior to embarking on any HIV/AIDS initiatives, efforts should be taken to ensure that activities are aligned with principles and mechanisms established by Government and Public sector institutions that are knowledgeable in this area. It is worth noting that the Ministry has taken strides in the fight against this pandemic by including in their programmes HIV/AIDS activities.

Prevention which should include:
- Information Education and Communication ("IEC") – the educational sector could develop its own informative materials (brochures, posters, etc) that are custom-designed for its target group, in order to maximise the impact of messages. Schools and Colleges could also sponsor local educational campaigns on wide-reaching media, say health messages on local radio stations;
- All training courses and workshops should serve as an opportunity to address workers' increased exposure to HIV/AIDS. Open communication and discussions on the subject should be encouraged, in order to ensure availability of correct information, and to destroy any existing misconceptions. Local District officials from Ministry of Health or experts in HIV/AIDS could be invited to address these aspects;

Care would include activities such as the following:
- Voluntary Counseling and Testing ("VCT") should be encouraged by liaising with local NGO's engaged in these activities. Should no such activities exist within reasonable physical proximity of the province or district the Ministry should facilitate their presence either by financing such an activity or inviting relevant NGO's, to provide such services.

Mitigation of the effects of the disease which would include:
- National organisations such as "People Living With HIV/AIDS ("PLWHA") should also be consulted, particularly in instances where workers are HIV+, so as to create a support network for them. Traditional caregivers, such as the faith based institutions could also be instrumental, and therefore worthwhile

partners, since they have established themselves as key players in the response to HIV/AIDS in Zambia; and

- The Ministry should interact with development partners who are engaged in the provision of Anti Retro Virals ("ARVs"), which may be obtained at subsidised prices or free of charge in some instances. The development partners typically work through CBO's and NGO's at District and community levels so once again, it will be important that HIV/AIDS mechanisms at this level are understood and links established, in order to maximise the impact of interventions.

6.5 Gender

The Government of Zambia has recognised the need to mainstream gender into all development aspects as reflected in the development of a National Gender Policy, whose vision is to "achieve full participation of both women and men in the development process at all levels in order to ensure sustainable development and attainment of equality and equity between sexes".

In order to systematically integrate and mainstream gender equality within development initiatives, gender issues have to be addressed in policy formulation, planning, programming, implementation, monitoring and evaluation. However ensuring that recommendations are practically undertaken remains a challenge. It is therefore, the challenge of key players in the country's economy, including those in the educational sector, to integrate realistic and practical activities that can see to the practical implementation and fulfilment of this Policy.

The improvement of educational sector within Zambia will inevitably have a trickle down effect on women within the country. MOE itself can provide both direct and indirect benefits to women by providing a platform that encourages women participation in decision making and girl child education. Activities developed to encourage women and the girl child to engage in the education sector should be approached strategically in a manner that does not detract from the core business of the sector, and instead uses already existing mechanisms to mainstream gender into its programme activities.

6.5.1 Inclusion of women in decision making processes

It is further recommended that an active drive should be put in place to engage the services of women working within the educational sector at more senior levels. Similar consideration should be given to the employment of women during the implementation of the new structure at the Ministry.

The inclusion of women in the decision-making processes should ensure that due consideration is given to gender balance in educational activities, including policy formulation, planning, programming, implementation, monitoring and evaluation. This would be in line with the National Gender Policy's vision, which aims at enhancing women's participation in those tasks "reserved" for men.

Another recommendation would be that a feasible gender policy be implemented, one that will set percentage targets in terms of the minimum number of women that should be available in key decision making stages.

6.6   Conclusions

This review without doubt is an important exercise that will contribute positively to the operations of the Ministry and the education sector at large. This can be seen working in practice with the introduction of Educational Boards throughout the country. These Boards have brought into the educational sector efficient and quality delivery of educational services and prudent management of resources by the Ministry. The decentralisation process has also brought to the fall in an all inclusive approach in the management of the sector not just by way of devolving power and authority to the lower ranks but also by the participative approach of many stakeholders including parents through PTAs and Management Boards. However, much more needs to be done as the Ministry continues with the implementation of the decentralisation and liberalisation policy.

With the commencement of the decentralisation and liberalisation policy, the Ministry should embark on a critical assessment of its operations and needs in line with its set goals and objectives. This assessment should focus primarily on the Ministry's operations in the changing operational environment. Since the current Ministry's structure and operations are based on the centralised structure, it is imperative that the Ministry, with the approval of Cabinet Office reviews the structure and operating conditions in line with the decentralisation and liberalisation policy.
It is also recommended that the Performance Management System which the Ministry has implemented should be given priority and rolled out to all Units, Provincial and District Offices to facilitate motivation and retention of staff.
Together with the Performance Management System, the Ministry also needs to urgently harmonise certain activities and tasks performed by various department/units to make them more specific and align to each department or unit.

The Ministry should step up the sensitisation of crosscutting issues of HIV/AIDS and Gender within the Educational Sector. This can be achieved through the systematic integration and mainstreaming of the gender equality concerns/issues at all levels

(i.e. policy formulation, planning, programming, implementation, and monitoring and evaluation). This is important as it will involve the full participation of both women and men in the development process and the provision of adequate interventions to deal with HIV/AIDS issues at all levels in order to push the educational sector forward for the betterment of the educational sector in Zambia.

7   Chapter 6: Resources: Financing the System

Due to the urgent need to rectify weaknesses in the financial system before the elaboration of a more detailed strategy for education under FNDP, the present chapter will first and foremost focus on existing shortcomings within the MoE and MoFNP – as well as among the CPs – and dwell less on areas which have functioned more smoothly – like for example the provision of personal emoluments.

As regards the latter, these are transferred directly from the MoFNP according to central information on number of teachers, salary levels, etc. In 2006 these personal emoluments are estimated to have amounted to K 888 308 billion, out of a total level of spending of   K 1 555 842. Information gathered at school and district levels indicate that teachers' salaries are by and large transferred on time. When discussing the weaknesses of financial management in the sector, account should therefore be taken of the fact that **we are focusing on non-PEs which, according to the FNDP are to constitute some 50 % of total expenditure over the rest of the FNDP period.**

However, to present an overview of the financial performance - be it PEs or non-PEs - of a line ministry in Zambia during a given period – in this case 2003-2006 – is an almost impossible task. Budgets presented sometimes include external funding and sometimes not – but it is difficult to verify as the budget figures themselves often vary from source to source (see Annex 1). Expenditure figures are in most cases not presented in a way which makes them comparable to the budget, and most often there is no indication of whether the figures constitute released, disbursed, or actually spent amounts. As mentioned in a report in connection with a financial analysis of the health sector: "…with all the uncertainties surrounding the budget figures and lack of comparison with previous years' estimates and outturns, no firm conclusion can be drawn from these figures". This statement is no less true as far as the education sector is concerned.

The key question therefore is:
Why has it not been possible for MoE to present information on performance during the Plan period according to the presentation framework used in the document containing the 2003-2007 Strategic Plan, thereby facilitating a comparison between planned and and actual performance?

When attempting to find an answer to these questions, a range of more detailed questions emerged:
- Why are external funds sometimes included and sometimes excluded from the annual budget (the yellow book) and the MTEF (the green book)?

- Why is MoFNP only disbursing a minor amount for recurrent expenditures once during the first three months of the Fiscal Year (FY)
- Why are GRZ disbursements – which are to take place once a month during the FY – only disbursed 7-8 times a year?
- Why does MoE often receive the major part of GRZ funding so late in the year that the funds cannot be used before the 31st December with the result that part of them have to be returned to MoFNP on that date?
- Why is budgeting and execution "bifurcated" with GRZ and Sector Pool funds following two different disbursements and accounting procedures?
- Why is there little or no interest at the different levels within the MoE to provide comparisons of budgeted and actual expenditures?
- Why is the resistance against General or Budget Sector Support so strong?
- Why are unearmarked sector pool funds (or more correctly unearmarked funds for non-PE activities) subjected to accounting procedures which should only be required for earmarked funds?

And the final question:
- Is it possible to set up a detailed plan for the education sector for the period 2006-2010 – as is envisaged by the FNDP – without first finding solutions to the questions posed above?

The first step when trying to answer these questions has been to investigate whether the abnormalities encountered might be the result of specific unexpected external and internal circumstances arising during the plan period.

While 2003 and 2004 can be characterised as "normal" year as far as unplanned disturbances external to the ministries are concerned, this is not quite the case for year 2005 and year 2006. During the year 2005 GRZ revenues declined considerably due to drought-related shortfalls in maize production and fuel-shortages, which first and foremost affected the mining sector. In 2006 the nation as a whole – and thus also MoFNP and MoE – was affected by the autumn elections as welll as exchange rate losses. A consequence of the disturbances was that budget ceilings for the FY 2007 were distributed extremely late.

There are, however, two national exercises which were set in motion during the plan period and which might have created some disturbances within the ministries, namely the national decentralisation exercise and the Medium Term Development Framework (MTDF). While the decentralisation exercise commenced in 2003 – the same year as the sector plan – the MTEF exercise only took off at the end of 2004. The latter, which requires that the ministries produce plans for internal and external

budget on a rolling three-year basis, has no doubt constituted a strain on both the Budget and the Planning Departments of the MoE.

This is definitely also the case as far as the decentralisation process is concerned. The MoE has throughout the period strived to delegate formerly centralized responsibilities to the Province and District levels, an exercise which inter alia has included effort to computerize accounts at all levels.

A case in point is a three-week Workshop held in Lusaka in November 2006 in which all Provincial Senior Education Officers participated . For the first time, they were directly involved in setting up the annual formula for distribution of GRZ and Sector Pool Funds from HQ to the Provinces, Districts, High Schools and Colleges, and from the District to GRZ and Community Schools.

Another important feature taking place during the plan period was the higher than planned intake in Grades 1-7 following the introduction of free education for these grades in 2002. Also the progressive relocation of Grades 8 and 9 from High Schools to Basic Schools is likely to have strained the MoE.
In spite of the disturbances these events might have caused, they cannot be viewed as the cause of the consistent lack of comparisons between budgets and expenditures, as well as the other abnormalities mentioned above.

In the following section examples of how performance is affected by these abnormalities will be presented, followed by a discussion of the changes needed for bringing the system "back on track".

7.1 Comparison of GRZ and CP resource flows 2003-2006

7.1.1 Financing the MOESP

The financing of the Sector Plan was based on projected GRZ allocations to education as well as commitments already made by CPs. It was expected that 71% would be financed from domestic resources, while 29% would stem from external funding in the form of grants and loans. The table below compares planned sources of financing with actual provisions.

Table 1: Comparison of planned and actual availability of resources 2003-06 (K Billion – current prices)

	2003		2004		2005		2006	
	Sector Plan	Actual Exp.	Sector Plan	Actual Exp.	Sector Plan	Actual Exp.	Sector Plan	Approved Budget

Domestic	601	668	699	362 (budget)	757		810	1 277
External	258	220	331	395 (budget)	299		308	314
Total	857	888	1 031	764	1 056	867	1 119	1 016
Gap	41		213		416		278	
Total incl. gap	**898**	**888**	**1 244**	**764**	**1 472**	**867**	**1 397**	**1 016**
% of SP		99%		61%		59%		73%

Sources: Zambia Education PER, June 2006), Statement C 2005 MoFNP

The gaps occurring in 2004, 2005 and 2006 are mainly due to an estimated substantial increase in capital expenditure – from K 174 Billion in 2003 to K 461 billion in 2004, K 626 billion in 2005 and K 494 billion in 2006 – due to an expected substantial increase in the building of classrooms (10,000 over the plan period) and teachers' houses (1,650 over the plan period) as well as a huge rehabilitation scheme.

When comparing planned and actual outcome, there is reason to underscore the fact that what is termed "actual expenditures" cover – when available – disbursements from MoFNP, but not actual spending. MoFNP requires that unspent funds, that is GRZ funds left in the MoE account in the Bank of Zambia and in commercial banks be returned to MoFNP the 31st December (for capital expenditures the date is 15th January). These funds are classified as expenditures when transferred to the Bank of Zambia and continue to be considered as such.

MoFNP is required to disburse funds to MoE in 12 monthly tranches over the Financial Year. However, the reality is different. Since 1993 the Zambian budget has been constituted a so-called "cash budget", implying that releases are only made when revenue is available. As revenue arrives in an erratic manner, so do disbursements.

The effect of this approach is highlighted in Table 2 below which shows the release of GRZ funds for capital expenditures in the Financial Year 2005 – a year where capital expenditure was expected to reach an all-time height of K 626 billion.

Table 2: Disbursement of Capital Expenditures in FY 2005 from MoFNP to MoE (K '000)

Month	Budget	Release	Percentage	Cumulated Percentage	Balance
January	0	0	-	-	-
February	9 779	100	1,03%	1,03%	9 678
March	0	0	-	-	-

April	9 779	445	4,55%	5,58%	9 333
May	9 779	432	4,42%	10%	9 347
June	0	0	-	10%	9 347
July	9 779	1 207	12.35%	22.35%	8 572
August	9 779	1 201	12.28%	34.63%	8 578 (sic!)
September	0	0	0	34.63%	8 578
October	9 779	487	4.98%	39.61%	9 292
November	9 779	1 319	13.48%	53.09%	8 460
December	9 779	5 987	61.22%	114.31%	3 792
Jan -Dec	9 779	11 179		114.32%	(1 400)

Source: Material provided to the Review Team by MoFNP

The table shows that up to the 1st November only some 40% of the capital budget had been released. However, total annual expenditure figures state that compared to the budgeted K 9 779 000, K 11 179 000 had actually been spent during the FY, amounting to an overspending of 14%. When account is taken of the fact that solely 62% of GRZ funds for 2005 capital expenditure was released in December 2005 and that unused funds had to be returned to the MoFNP at the latest the 15th of January 2006 in the following fiscal year, it can be concluded – when account is also taken of the time consuming tendering and contracting procedures (ranging from four to six months) – that only a maximum of 35% of the GRZ capital expenditure could have been used by MoE in 2005.

Information collected shows that on average GRZ funds are only disbursed 7-8 months out of 12 and that budgeted and actual disbursements rarely coincide. This disbursement pattern is partly due to the fact that the budget is only approved by Parliament in February or March. According to regulations, no disbursements can be made before this date (however, a presidential decree makes it possible for MoFNP to release around one twelfth of the recurrent budget during this period). Another culprit is, as mentioned above, the cash budget, which implies that any disturbances in the revenue pattern trickles down to the line ministries and from there to the province and district level.

7.1.2 External Funding

External aid to the Ministry of Education is guided by the Memorandum of Understanding (MoU) for support to the Ministry of Education Strategic Plan 2003-07. The MoU was signed by representatives of GRZ and most development partners in February 2003. In the MoESP it is stated that co-operating partners will disburse funding directly to the Ministry under three different modalities:

Direct Sector Support Fund

Under this arrangement, contributions from co-operating partners are channelled directly to MoE and deposited in a common bank account, under the control and management of MoE. The funds can be used towards any purpose within the approved Annual Work Program and Budget (AWPB) for support to the Strategic Plan. Funds are allocated as defined in the AWPB and guided by the National Implementation Framework and the strategic priorities of the MOESP. The format of the AWPB specifies the allocations by sub-sector and by source.

Designated Support Funds

Funds from co-operating partners are channelled to MoE and deposited in separate donor designated bank accounts under the control and management of MoE. Funds are allocated according to prioritised requirements and bilateral donor agreements with MoE. The allocation of funds to each sub-sector or specific activities is defined in the AWPB.

7.1.3   Other Funding

In recognition of existing bilateral agreements, partners involved in project funding can continue within the stipulations of these agreements. These funds are deposited in separate bank accounts under the control and management of the donor agency. The Sector Plan underscored that the preference of MoE is support through the Sector Pool (the so-called "Direct Sector Support Fund"), and that it is envisaged that an increased percentage of funds to the other modalities will move to Sector Pool funding.

The table below shows that there has been an increase in the percentage of total external funding moving towards Sector Pool funding in 2004 and 2005, but that a decline has taken place in 2006. It has not been possible to assess whether this decline reflects an emerging trend among Sector Pool CPs to move to General Budget Support – a move which is at present taking place within the health sector.

Table 3: Budgeted Sector Pool Funding as percentage of total funding 2003-2006 (K Billion – Current Prices)

	2003	2004	2005	2006
Total external funding	220	395	533	314
Sector Pool funding	65	Between 178 and 329 (see Annex 1)	314	178
Sector Pool funding as % of	30%	45% - 83%	59%	57%

external funding				

Sources: See Annex 1

The **Sector Pool funds** do not pass through Treasury (apart from EC funding which in some presentations by GRZ are considered "designated funds"), and can therefore not be classified as Direct Sector Support. A pertinent advantage of Direct Sector Support is that cost-effectiveness is substantially improved for both for the CPs and GRZ due to the lower transaction costs achieved through the merger of GRZ and Direct Sector Support accounts.

As regards the **designated funds**, these funds are earmarked for specific purposes. Donors providing designated support deposit their monies in separate bank accounts, each of which is under the control and management of the MoE. The main donors providing designated support to MoE are the World Bank and the African Development Bank. In the case of designated funds, an MoU is set up for each CP, specifying – at least in the case of the World Bank – initial conditions to be satisfied, as well as indicators and levels to be reached within a specific time period in order for disbursements to take place. The World Bank and AfDB do not appear to have any intention to move to Sector Pool Support.

Donors like JICA and USAID are some of the main contributors to project funding, that is funds controlled outside the MoE. They operate through their own PIUs independent of GRZ procedures. Information collected shows that at least JICA liaise with MoE before commencing their activities. One of the main problems of project funding is the fact that they are "off-budget", implying that they do not appear in the budget presented to Parliament thus contributing to an underestimation of MoE funding available.

The table below shows the distribution of funding between the three categories in 2006, a year where the share of sector pool funds in total external funding was on the decline

Table 4: Budgeted External Funding by Agency and Funding Modality 2006 (K '000)

Funding Agency	Sector Pool	Design.	Other	Total
Norway	53,460,007			53,460,007
Netherlands	43,164,000			43,164,000
United Kingdom	29,700,000		6,712,200	36,412,200
Ireland (DCI)	20,196,000	1,188,000		21,384,000
Finland	15,840,000		1,782,000	17,622,000
European Commission		10,248,480	3,960,000	14,208,480
Denmark	9,900,000			9,900,000

USAID	4,620,000		31,313,040	35,933,040
Canada (CIDA)	1,372,279			1,372,279
World Bank (IDA Credit)		36,560,000		36,560,000
African Development Bank		5,766,074		5,766,074
Schistosomiasis Control initiative(SCI)		570,375		570,375
GlaxoSmithKline (GSK)		236,501		236,501
Japan			19,631,225	19,631,225
UNICEF			9,999,000	9,999,000
Save the Children Norway(Southern Province			5,610,000	5,610,000
Commonwealth of Learning			1,650,000	1,650,000
NIKE Foundation			561,000	561,000
TOTAL	178,252,285	54,569,430	81,218,465	314,040,180

Source: AWPB April 2006

The table shows that for 2006 the Pool constituted 56%, Designated Funds 17% and Project Funds 26% (For 2004, the distribution was: Pool, 45%; Designated, 36%; Project , 19%). There appears thus to have been an increase in the two "extremes": the Sector Pool on the one hand and project support on the other.

Cost efficiency and Effectiveness in the Use of Funds 2003-2006

When assessing the use of funds, the core questions is: Are the funds provided and used in a way which enhances "value for money"?

As regards GRZ releases to MoE it is generally acknowledged that they – apart from the PE funds – are disbursed in an erratic and unpredictable way, which trickles down to the Provinces and the Districts and hamper efforts to plan expenditures over the year.

The Sector Pool does not at present appear to operate in a cost-effective manner. In the MoESP it was expected that the establishment of the Sector Pool would be a first step to a move towards Direct Sector Support, through the development and management of a joint and integrated accounting system in MoE. Officially the plan was that the "old" system with two separate accounting procedures for internal and external funding respectively would merge to one from 2004. Until then the BESSIP system (designated funds to basic education) would continue to be applied. The MoU signed by the CPs participating in the Sector Pool stated that the BESSIP accounting procedures would be in force until the merger of the two systems.

The merger never materialised. Up till the present (December 2006), the Sector Pool accountant produces annual externally audited reports, which only provide AWPB format specification of the use of Sector Pool Funds at Head Quarter – an amount covering only some 8-10% of the total. More than 80% of the total amount provided in 2003 and 2004 appear as "Advances and Prepayments" made to a range of Districts, Colleges, High Schools and other physical units. No further information on the purposes of these advances were provided.

After complaints from the CPs, the majority of Advances and Prepayments now figures as Grants. Surprisingly enough the CPs have commented positively on this change which was presented in the 2006 Audit Report for use of Sector Pool Funds covering both 2004 and 2005. The report failed to provide information as to the purpose of these grants, as well as information on how provisions had actually been used. Up till the present, the extent to which these repayments are actually spent – and for which purposes – can only be verified through the rare ad hoc inspections taking place.

It should be mentioned that the CPs have taken several initiatives relating to the tracking of expenditures, the last one in 2004 . An extended tracking exercise is being prepared by a group of CPs for FY 2007.

As regards Designated Funds and Project Funds the very fact that they are "glued" to specific areas of expenditures and cannot be used freely by GRZ implies that they cannot be considered cost-efficient due to their in-built high transaction costs.

One of the consequences of the low cost-efficiency attached to GRZ resources is that effectiveness is affected. Effectiveness is a measurement of the extent to which the system in place constitutes a cost-efficient way of reaching sector objectives.

One of the objectives of the MoESP was to ensure the active participation by the Provinces and Districts in budgeting. To this effect the manual "Planning, Monitoring and Reporting Guidelines" was elaborated and distributed to the Provinces and Districts in 2004. Apparently the accountants at district level – many of whom are teachers – have not been able to effectively apply these guidelines, partly because they never received the required training.

Another objective was to move the tendering process as close to the source as possible by increasing the ceiling below which the districts and provinces were allowed to tender. Many districts have applied to the National Tender Board to have their ceilings increased from the present 5% for Districts and 10% for Provinces. In the majority of cases the National Board has rejected these proposals on the ground

that sufficiently trained staff was not in place. The Districts which have in fact managed to increase the ceiling (to up to 50%), appear to be the ones with the most active District Development Coordination Committees.

A consequence of this situation has been a return to a centralization of tendering and construction activities. From FY 2006 all construction planning and procurements were moved to MoE headquarter. In the Draft Forecast of "Anticipated sector pool Expenditure for the 4th quarter of 2006 and 1st quarter of 2007" all provisions for "Infrastructure" accrue to MoE Head Quarter. This move was apparently never officially communicated to the district levels. The districts only became aware of the new situation when Sector Pool funds for infrastructure for the second and third quarter failed to arrive.

7.2   Can FNDP financial requirements for Education be satisfied?

Table 5: Planned Flow of Funds for MoE according to MoESP 2003-07 and FNDP 2006-10 (K Billion – Current Prices)

	2003	2004	2005	2006	2007	2008	2009	2010
MoESP								
Total	859	1 031	1 056	1 119	1 185			
GRZ	601	699	757	810	868			
Donor	258	332	299	308	317			
FNDP								
Total				1 556	1 998	2 205	2 591	2 976
GRZ				1 277	1 650	1 816	2 151	2 493
Donor				279	348	389	441	493
Health								
Total				1 080	1 531	1 869	2 325	2 743
GRZ				557	808	974	1 109	1 419
Donor				524	723	895	1 216	1 323

Note: Grey area: FNDP figures correspond to budget figures for GRZ funds and estimated disbursements for donor funds (deviations appear due to devaluation of the USD) Source: MoESP and FNDP October Draft Version

The table presented above reflects the substantial increase expected in the FNDP in provision of GRZ resources to education for the next plan period. For the two years for which both MoESP and FNDP figures are available, the FNDP GRZ budget lies substantially above the one predicted in the MoESP – a case in point being FY 2007 where the new GRZ plan figures lie 90% above the original MoESP previsions.

Is the new plan realistic?

The fact that budget allocations to the education sector increased substantially in 2006 – amounting to more than 16 percent of total expenditures – can be seen as an indication that GRZ is willing – revenue permitting – to allocate a larger share of the total budget to MoE in the longer run.

Increased internal allocations are a sine qua non for obtaining the FNDP goals, especially in a situation where – as can be seen from the planned figures – the CPs' share of overall support to MoE is unlikely to increase. FNDP figures for the other major social sector – Health – have been inserted in Table 5 to show that it is not unlikely that the expected substantial increases in CP support to this sector might "crowd out" additional CP support to MoE.

How likely is it that these FNDP MoE objectives will actually be achieved?
According to the FNDP funding will first and foremost be used within three priority areas:

- Recruitment of teachers (some 5,000 annually)
- Procurement of educational materials; and
- Construction of classrooms and teachers' houses.

Investigations from the field study point to the fact that recruitment of teachers is highly dependent on the provision of teachers' housing. Contrary to opinions aired at HQ, field study information indicated that a more cost-saving and fast approach might be to give priority to capital expenditures for the construction of good-quality teachers' housing and on lavatories for girls. Only next in line comes the actual construction of schools – the reason being that school constructions corresponding to the present Community Schools are considered acceptable as temporary measures.

This strategy – as any other involving construction – requires, however, that tendering procedures and contracting becomes far less time consuming. In the present situation supplier prices are likely to lie 10-20% above "normal" prices, due to the expected delays in delivery and payment – resulting in the need for suppliers to incorporate future inflations rates, increases in prices of raw material, etc. in their offers.

Procurement of educational material for Basic Schools is at present carried out by the Districts. The erratic disbursements from GRZ makes it difficult for the districts to be "on time" with purchases of school books, etc. Normally, they first have to "save" several GRZ releases before they can place their orders.

7.3   Conclusion and Recommendations

As regards the perceived lack of concern for the need to make annual comparisons of budgets and actual expenditures, it should be remembered that due to the prevalence of the cash-budget, MoFNP has been producing budgets over a range of years, knowing in advance that they were unlikely be executed. As a result the lower levels (sector ministries, provinces, etc.) have been accustomed to consider the budget exercise as cut off from the actual release of funds.

It could have been expected that the Sector Pool funds which – being unearmarked – provide MoE with extensive possibilities to set up a budget and account for it, could have constituted an exercise in the application of correct budgeting, expenditure and accounting procedures, due to the fact that MoE from the start of the Financial Year is informed about the level of disbursement and timing of these funds.

As indicated above, the Sector Pool CPs have not shown sufficient firmness in their requirements to MoE. But could they and should they have done so? The Sector Pool was from the origin considered a transitional measure which was only to run for one year, before merging with GRZ funds by passing though Treasury. We have seen that MoE resisted this move. It is likely that the CPs might have been right in not being interested in pushing the issue further. If a genuine General Sector Support had been established at this stage, there was every reason to believe that the funds would be disbursed as erratically as those of the GRZ.

7.3.1   Recommendations

- This is not the place to go into details regarding proposals for new structures. What can be said at this stage is that there might be reasons to take a closer look at alternative structures like for example the National Road Fund Agency. Although these funds might be termed "designated" in that they are provided for a specific purpose – namely the Fund – in actual fact such a fund could – in a MoE context – be aimed at all non-PE activities.

- It should be ensured that information collected annually during the FNDP includes the following data:
  - Amount requested by MoE
  - Amount authorised by MoFNP
  - Amount released by MoFNP
  - Amount disbursed by MoFNP to MoE
  - Actual amount spent before 31 December
  - Amount returned to MoFNP
  - From Bank of Zambia
  - From other national banks (new measure taken by MoFNP)

- MoE should provide an overview of the timing and amount of releases for at least the following entries: "Personal Emoluments", "Recurrent Departmental Charges", "Grants and other Payments" and finally "Capital Expenditure".

- The centralization of construction activities at MoE Head Quarter might prove necessary in a transition phase, partly due to the need to speed up tendering procedures. However, in the longer run the ceiling for tendering at district level should increase from the present K 5 million to K 50 million and the one for Provinces from the present K 10 million to K 100 million (the increase could be awarded stepwise to individual Provinces Districts on the basis of selected capacity criteria).

8   Chapter 7: Education Stakeholders

Nobody is more interested in the education of a child than its parents. Parents want their children to be sufficiently educated to survive economically in society.
The problem is that parents cannot themselves provide this education – therefore they rely on the state. The state provides education – paid for by national wealth (including personal taxation).

A further problem is that when a country is 'developing' – that is, is not fully economically viable, it has to rely on external financial support and this brings the donors into the picture.
So there is a tripartite arrangement: Government, Parents (or Civil Society) and Donors. This relationship has to be explored so as to ensure that the maximum synergy is gained from the relationships for the betterment of the client: the student in the classroom.

Where is this relationship located?
First we need a conceptual framework. (See diagram page 92)
As the diagram shows, there are a great number of partners in the education sector. Each of these must feel that they have a role to play – a responsible role – in the development of the nations education system.

We find that in Zambia today the situation is more like the following:
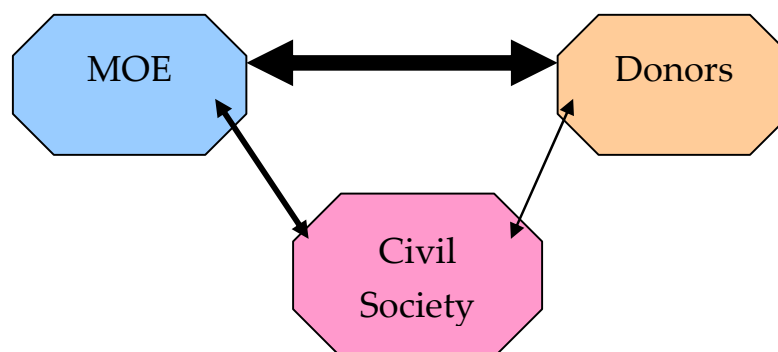
We would suggest it should be more like:
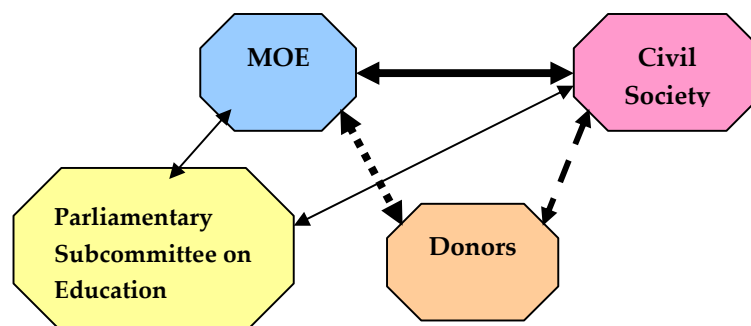
The essential point is that if the issue of accountability is to be addressed as a sustainable governance issue then
a) MoE will have to work much closer with civil society
b) Civil society will have to become more knowledgeable so as to be consistently constructively critical.
Equally, both MoE and Civil Society must take into consideration the view of the elected parliamentarians – through the relevant Sector Committees.

The diagram shows the relationships between various education stakeholders, organized around "THE EDUCATION SECTOR, EFA & MDGs" at the centre. Key entities include:

- **Parliament**
- **UNESCO, UNICEF, WB, IIEP**
- **ADEA**
- **PSRP, FMRP, FNDP, LGRP**
- **Government of ZAMBIA** with **MoF**, **MoE**, **MoST**
- **Development Agencies**
- **Education DPs**
- **Technical Expertise**
- **Zambian Education Authority**
- **Research: Academic Community**
- **The Private Sector** with **Education and training providers**
- **Media**
- **Civil Society** with **ZANEC**, **NGOs**
- **TEACHER UNIONS**

There are therefore two separate approaches:

1. Widening and Deepening the Stakeholder 'Catchment Area' as illustrated in the diagram above
2. Structuring the way in which stakeholders engage with GRZ/MOE. The diagram on the next page shows the main phases of the working year. Stakeholders should decide the most optimal times for inputs/interventions.

GRZ/MoE must be given the time to 'get on with the business' of governing; stakeholders must intervene at those times (esp. in budget decision making, reviews and evaluations) which are most effective. For example, the JAR should be held at a time when the recommendations of the review can feed into the budget preparation. Also, there should be a greater link between audit reports and reviews.

8.1   A Structure for Dialogue

Planning Model

April	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.

Review and Analysis

Strategic Planning

Annual Budgeting

Consultation/ Approval

BUDGET EXECUTION AND MONITORING

4th Quarter	1st Quarter	2nd Quarter	3rd Quarter
reports	Reports	Reports	Reports

Annual Review   **AUDIT**

9   Chapter 8: Critical Issues

(To be further elaborated after the Stakeholder workshop)

This chapter summarises the most critical issues that have been addressed in more detail in the main body of the report.

1. **Accountability**: this is the fundamental issue and if not addressed then all other interventions are suspect. Accountability requires a mind-set change, a fundamental respect for the client (the student and parent) and a mechanism through which clients can take action when sub-standard service is provided.

2. **Poverty Reduction**: to what degree can the present education system be said to be 'pro-poor'? Bursaries are a short-term solution to some of the most pressing cases of poverty. However, much more needs to be done to ensure that the system as a whole focuses on the systemic causes of poverty. The indirect costs of education are prohibitive for the poor and consequently they are the most likely to drop out of school. There should be a concerted effort to study this issue during the course of the FNDP.

3. **Economic Growth**: the FNDP places economic growth at the heart of its strategy. The education sector is therefore required to revisit its policy to determine to what extent education is sufficiently geared towards economic growth. This involves a close collaboration between general education provision and vocational/technical education.

4. **Classroom provision**: there is a tremendous back-log of classrooms which results in very high classroom-student ratios, double and even triple shift systems and high pupil-teacher ratios. Here the role of Community Schools must be recognised, not just for their commitment to providing schools but also as equal partners in the system.

5. **Quality**: quality requires basic inputs (desks, textbooks, teaching aids, etc), critical processes (problem-solving learning) and effective assessment.

6. **Teachers**: are the foundations of any educational system. There is sufficient knowledge on the conditions of teachers, their training requirements, etc. (the Teacher Study of 2005). What is needed is a clear agenda for teacher development, worked out in detail with teacher representatives and sufficiently funded to ensure a sustainable system of committed and qualified teachers. The continuing low morale of teachers (caused by irregular salary payments, poor housing – in rural areas, etc) is a direct cause of poor achievement by students.

7. **Gender**: women teachers are not adequately protected, particularly in an HIV/AIDS environment. While there is gender parity for basic education with respect to access, girls are still vulnerable when it comes to progressing through the system.

8. **Policy Dialogue**: greater efforts are required to build up a practice of regular dialogue between civil society, the civil service, and elected public representatives. This must be underpinned by a systematic education research agenda.

9. **Finance**: Zambia lags behind SSA with respect to financing the sector. There has been improvements in recent years but there remains the question of long-term commitment to public financing, especially of basic education. Greater efforts are also needed to involve the private sector in education provision.

10. **School Financing**: getting funds to schools is proving to one of the most successful strategies in school development. An increasing number of studies show that when schools have access to funds they tend to a) use them for real needs and b) spend the funds judiciously. The effectiveness of school funding mechanism also depends to a great extent on the degree of community involvement in school management.

11. **Youth**: great numbers of youth are not provided for in the system. The education sector needs to embrace youth not only through the formal school system but through a broader concept including Learning, Working, Staying Healthy, Exercising Citizenship and Family Life.

10 Chapter 9: The Five Year National Development Programme (FNDP) 2006–10: The Education Sector

10.1 Programmes, Objectives and Strategies

The six broad objectives below cover the whole sector, whereas the strategies and programmes are for the specific sub-sectors of early childhood care, development and education, basic, literacy, high school, teacher education, university education, and basic skills education and technical education, vocational and entrepreneurship training.

The following are the broad objectives of the education and training sector during the FNDP period:

	FNDP Education Broad Objective	Review Comment
1	To strengthen or establish institutional frameworks to coordinate provision of education and training through government, community and private institutions	The challenge will be to coordinate the provision of education and training; a beginning could be made with the establishment of a National Education Council (or authority)
2	To introduce policy changes reflective of the current educational requirements;	In other words, developing Evidence Based Policy Development
3	To promote use of alternative modes of education and training provision;	Interactive Radio has shown how innovation can be mainstreamed at the primary level; similar innovations are urgently needed at Basic, High School and Tertiary levels
4	To promote innovative methodologies in learning institutions;	Innovation does not usually 'emerge' from government institutions whose main task is to implement the status quo effectively. Innovation needs a degree of freedom (and the freedom to fail) and therefore should be under an institution such as an independent Institute of Education. National and International NGOs should also be heavily involved in innovation strategies.
5	To promote use of responsive monitoring of standards and assessment tools;	The Learning Assessment system currently in use should be expanded to all sub-sectors. However, there is an urgent need to

		coordinate assessment and examination mechanisms. The (draft) Continuous Assessment materials are in need of urgent attention and revision.
6	To enhance provision of teaching/learning materials and equipment.	The only solution to effective textbook provision is to develop the Book Chain in Zambia, based on a regulated private market system. School-based financing provides the incentive for competitive private provision and distribution.

The matrix below presents the 9 FNDP Education programmes and their respective objectives and strategies. Final review comment is reserved pending the approval of the FNDP and an indication of the funding provision for each of the nine programmes (NIF 07-10?) as well as inputs from the stakeholder workshop.

No.	Programmes	Objectives	Strategies	Review Comment
1	Curriculum Development and Educational Materials	To design a comprehensive and diversified curriculum that is interlinked throughout all educational levels To provide relevant educational materials	Early Childhood Care, Development and Education Develop a national early childhood care, development and education curriculum framework; Develop, produce and distribute teaching/learning materials for early learners Basic Education Develop a basic school curriculum and syllabus for Grades 8 and 9 and review the curriculum	Does not mention the need for community involvement Curriculum review should be carried out by an independent body – not by those who were responsible for designing the first framework Literacy still given in-adequate attention The whole issue of

No.	Programmes	Objectives	Strategies	Review Comment
			framework for Grades 1 to 7; Develop, produce and distribute teaching/learning materials for pupils; Develop and produce open and distance learning materials for the Alternative Basic Education Programmes Literacy Education Review and improve literacy teaching and learning materials High School Education Develop a high school curriculum and syllabus for Grades 10-12; Improve teaching and learning, especially in practical, scientific and technological disciplines; Develop, produce and distribute teaching/learning materials for pupils Tertiary Education:	textbook development, production, distribution and financing needs urgent attention

No.	Programmes	Objectives	Strategies	Review Comment
			Teacher Education Improve the quality of training through the provision of equipment and teaching/learning resources; Develop, produce and distribute teaching/learning materials for students Tertiary Education: TEVET Develop appropriate training, assessment and qualification systems to meet current and future demands of the labour market; Improve the quality of training through the provision of equipment and teaching/learning resources; Develop, produce and distribute teaching/learning materials for students Tertiary	

No.	Programmes	Objectives	Strategies	Review Comment
			Education: University Education Design a comprehensive and diversified university curriculum with relevant linkages to other educational levels and to the needs of socio-economic development; Develop, produce and distribute teaching/learning materials for students	
2	Standards and Assessment	To develop a comprehensive assessment system reflective of an outcome and demand based curriculum To establish the National Qualifications Framework (NQF)	Early Childhood Care, Development and Education Develop monitoring and evaluation instruments for early childhood care, development and education; Monitor learning performance through increased standards visits Basic Education Develop an assessment system, including	Does not consider the need for an autonomous body to monitor education achievement.

No.	Programmes	Objectives	Strategies	Review Comment
			methods of continuous assessment and examinations; Monitor learning performance through increased standards visits Literacy Education Develop monitoring and evaluation instruments for literacy education High School Education a) Develop an assessment system, including methods of continuous assessment and examinations; b) Monitor learning performance through increased standards visits Tertiary Education: Teacher Education Develop an assessment system reflective of an outcome based curriculum; Monitor learning performance	

No.	Programmes	Objectives	Strategies	Review Comment
			through increased standards visits; Establish the criteria for the operations and management of the Zambia Qualifications Authority (ZQA) and National Qualifications Authority (NQF) within the context of the SADC framework Tertiary Education: TEVET Develop appropriate training, assessment and qualification systems to meet current and future demands of the labour market; Strengthen regulatory capacity within TEVET Tertiary Education: University Education Review and develop the internal mechanisms for	

No.	Programmes	Objectives	Strategies	Review Comment
			assessment, including methods of continuous assessment and examinations; Establish the criteria for the operations and management of the ZQA and NQF within the context of the SADC framework	
3	Teacher Education	To strengthen the systems for continuous professional development, management and support To strengthen the systems for initial teacher training, management and support To develop a comprehensive national policy and institutional framework for promotion and development of library services in	Early Childhood Care, Development and Education Provide continuous professional development to serving teachers and care givers Basic Education Provide continuous professional development to serving teachers; b) Provide pre and in-service training of teachers in SHN interventions and create health promoting schools Literacy Education	Litle reference to the recommendations of the Teacher study

No.	Programmes	Objectives	Strategies	Review Comment
		Zambia	Provide continuous professional development to serving providers High School Education Provide continuous professional development to serving teachers Tertiary Education: Teacher Education Develop a training policy and plan for initial training for ECCDE teachers and care givers; Train qualified teachers with basic education teacher competencies in order to eliminate double shifting in all schools; Develop a training policy and plan for initial training for literacy providers; Design a comprehensive library service that is inter-linked	

No.	Programmes	Objectives	Strategies	Review Comment
			throughout all education levels; Provide relevant library services and education materials Tertiary Education: TEVET Increase the number of lecturing staff in TEVET; Increase participation of females and the disabled in skills teacher training; Enhance skills and qualification levels of lecturing personnel in skills training Tertiary Education: University Education Train qualified teachers with high school teacher competencies in order to reallocate those qualified Grade 8-9 teachers currently teaching in Grades 10-12 to basic education	
4	Infrastructure	To provide	Early Childhood	Costing and capacity

No.	Programmes	Objectives	Strategies	Review Comment
	Development	appropriate and sufficient infrastructure facilities and services including rehabilitation and maintenance in order to improve equitable access to and quality of education	Care, Development and Education Develop designs for Early Childhood Care, Development and Education classrooms; Construct, rehabilitate and maintain Early Childhood Care, Development and Education centres in selected regions and districts Basic Education Provide sufficient classrooms in lower basic schools in order to eliminate double shifting; Provide sufficient classrooms and other facilities (laboratories, etc.) to upgrade lower basic schools into full basic schools; Rehabilitate and maintain basic schools; Provide and maintain water and sanitation facilities with a view to provide	are the two most critical issues

No.	Programmes	Objectives	Strategies	Review Comment
			equitable access for girls and CSEN; Provide staff housing with emphasis on rural schools Literacy Education NB: There are no planned activities under infrastructure as literacy training will be conducted using existing infrastructure facilities for adult literacy centres High School Education Provide designs for low cost day schools with weekly boarding facilities for selected regions; Provide sufficient classrooms and other facilities (laboratories, libraries and practical classrooms etc.); Construct and rehabilitate boarding and technical high schools; Provide and	

No.	Programmes	Objectives	Strategies	Review Comment
			maintain water and sanitation facilities with a view to provide equitable access for girls and CSEN; Provide staff housing with emphasis on rural schools Tertiary Education: Teacher Education Construct additional classroom space at each of the 12 Colleges of Education; Construct additional zonal resource centres; Rehabilitate and maintain colleges of education, including provincial, district and zonal teacher resource centres; Provide and maintain water and sanitation facilities with a view to provide equitable access for girls and CSEN;	

No.	Programmes	Objectives	Strategies	Review Comment
			Provide staff housing Tertiary Education: TEVET Provide and expand infrastructure in order to increase access to TEVET; Rehabilitate and maintain existing infrastructure Tertiary Education: University Education Provide and expand infrastructure in order to increase access to university education; Establish a third university based on a public-private partnership model; Rehabilitate and maintain universities, including hostels, libraries and laboratories	
5	Distance Education and Open Learning	To expand access and participation in the	Early Childhood Care, Development and Education	Distance education could be used (partially) in the training of preschool

No.	Programmes	Objectives	Strategies	Review Comment
		provision of basic education through alternative modes of delivery using appropriate methodologies and technologies

Promote private sector participation | NB: Distance education and open learning methodologies will not be used in this sub-sector Basic Education Develop a framework to coordinate provision of open and distance education; Identify and utilise appropriate methodologies and technologies to improve access to and quality of open and distance education; c)   Develop and produce open and distance learning materials for the Alternative Basic Education Programmes Literacy Education Develop a framework to coordinate provision of open and distance education; Establish adult literacy centres in selected regions | teachers |

No.	Programmes	Objectives	Strategies	Review Comment
			and in coordination with other line ministries High School Education Develop a framework to coordinate provision of open and distance education; Identify and utilise appropriate methodologies and technologies for facilitating distance and open learning; Promote e-learning; Reform provision of APU Tertiary Education: Teacher Education Develop a framework to coordinate provision of open and distance education; Identify and utilise appropriate methodologies and technologies for facilitating	

No.	Programmes	Objectives	Strategies	Review Comment
			distance and open learning; Promote e-learning Tertiary Education: TEVET Increase access to TEVET through the provision of distance learning facilities; Identify and utilise appropriate technologies and methodologies for facilitating distance and open learning; Promote e-learning. Tertiary Education: University Education Develop an effective framework to coordinate provision of open and distance education; Identify and utilise appropriate methodologies and technologies for facilitating distance and open	

No.	Programmes	Objectives	Strategies	Review Comment
			learning; Promote e-learning.	
6	Equity	To develop flexible and inclusive education programmes that provide mechanisms for increasing equitable access to quality basic education for CSEN and OVC To provide interventions on HIV and AIDS and SHN	Early Childhood Care, Development and Education Develop and strengthen strategies that encourage retention and progression of girls and OVC; Equip teachers and care takers with adequate and relevant information about HIV and AIDS Basic Education Increase access, participation and retention in basic education, with particular emphasis on CSEN and OVC; Increase bursary provisions; Develop and support actions aimed at mitigating and reducing the impact of HIV and AIDS and other social and health related issues;	

No.	Programmes	Objectives	Strategies	Review Comment
			Equip teachers with adequate and relevant information about HIV and AIDS Literacy Education Equip adult literacy providers with adequate and relevant information about HIV and AIDS High School Education Increase access, participation and retention in high schools, with particular emphasis on girls; Eliminate gender disparities in both participation and learning achievement; Develop and support actions aimed at mitigating and reducing the impact of HIV and AIDS and other social and health related issues; Equip teachers with adequate and relevant information about	

No.	Programmes	Objectives	Strategies	Review Comment
			HIV and AIDS Tertiary Education: Teacher Education Equip lecturers with adequate and relevant information about HIV and AIDS; Increase access, participation and retention in college education with particular emphasis on CSEN, women and OVC; Eliminate gender disparities in both participation and learning achievement Tertiary Education: TEVET Increase access, participation and retention of girls and women in TEVET; Train more lecturers in courses for the disabled and increase participation of the disabled in TEVET; Identify and	

No.	Programmes	Objectives	Strategies	Review Comment
			utilise appropriate methodologies to facility equity in training; Facilitate access to bursaries for the disadvantaged Tertiary Education: University Education Equip lecturers with adequate and relevant information about HIV and AIDS; Increase access, participation and retention in basic education for females, CSEN and OVC; Eliminate gender disparities in both participation and learning achievement; Increase bursary provisions	
7	Management and Administration	To develop, revise and improve the overall framework for quality educational planning,	Establish an institutional framework within the education and training sector to coordinate and oversee the implementation	

No.	Programmes	Objectives	Strategies	Review Comment
		human resource, financial management and administration of education delivery	of ECCDE and community schools; Conduct focused policy relevant studies and reviews in response to identified policy gaps; Revise and improve the resource allocation criteria for institutions and operational levels; Develop a framework to coordinate the provision of literacy and establish literacy programmes in collaboration with other ministries, NGOs, universities and communities; Improve information management systems that are responsive to the needs of the education and training sector at all levels; Devise mechanisms for	

No.	Programmes	Objectives	Strategies	Review Comment
			retention and attraction of teachers to rural areas; Establish an efficient, accountable and decentralised procurement and distribution system; Strengthen accountability and transparency in the utilisation of funds; Improve the internal management and implementation structures at the headquarters and provincial levels, including decision-making, flow of information, time management and procedures for meetings; Strengthen the systems for continuous professional development, management and support in colleges of education; Expand and	

No.	Programmes	Objectives	Strategies	Review Comment
			regulate the production of qualified teachers and teacher educators; Strengthen management and administrative systems in universities; Liquidate the institutional debt and expand the sustainable financial resource base in universities; Develop institutional capacity for dealing with HIV and AIDS at all levels of the education and training sector.	
8	Research in Education	To strengthen research and innovation capabilities in private and public tertiary institutions	Encourage sustainable scientific and technological development through research; Implement and/or strengthen programmes on attachment to and exchange of students and staff between tertiary institutions and industry	

No.	Programmes	Objectives	Strategies	Review Comment
9	Basic Skills Education and TEVET	To develop, revise and improve the overall framework for quality educational planning, human resource, financial management and administration of technical and vocational education delivery	Provide appropriate infrastructure and facilities to enhance increased enrolment that is inclusive of vulnerable and disadvantaged learners in the basic skills and TEVET institutions; Foster community participation and investment in the provision of basic skills and TEVET; Develop diversified curricula that will mainstream entrepreneurship, career guidance and development from early childhood to TEVET in order to provide skilled human resources for increased productivity and income generation in the formal and informal sectors; Strengthen the regulatory functions of	

No.	Programmes	Objectives	Strategies	Review Comment
			TEVETA; Improve the overall coordination and management of basic skills and TEVET, including information management systems; Develop appropriate training, assessment and qualifications systems to meet the current and future demands of the labour market; Develop effective and efficient modalities for the provision of training and support services to the micro, small and medium enterprises in order to improve household incomes; Mainstream cross-cutting issues (e.g. HIV and AIDS, gender, disability and environment) in the basic skills	

No.	Programmes	Objectives	Strategies	Review Comment
			and TEVET systems; Expand a sustainable financial resource base	

Review of the Ministry of Education Sector Plan

Zambia

MOE/PLAN/SECTOR/CONS/001/2006

Independent Review 2006

Annexes

May 2007

COPENHAGEN DC

List of Annexes

Annex 1: Education Structure

Zambia's education system consists of academic training at the primary, secondary, and tertiary levels. The formal system is in a transition moving from a 7-5-4 structure to a 9-3-4 structure (nine years of basic, three of high school and 2 to five years of college/university education up to first degree).

Age	Ed. Yr	Type of schooling				Others
30	24	University Education:				C
29	23					O
28	22	(Doctorate,				N
27	21	Masters				T
26	20	and				N
25	19	Bachelors				U
24	18	Degrees)				I
23	17					N
22	16					G
21	15		Various Training Programmes			E
20	14					D
19	13					U
18	12	HIGH SCHOOL (Grade 10-12)		Various vocational training programmes		C A T I O N
17	11					
16	10					
15	9	B A S I C	UPPER BASIC (Grade 8-9)			&
14	8					
13	7		MIDDLE BASIC (Grade 5-7)			L I
12	6					T
11	5		LOWER BASIC (Grade 1-4)			E R A C Y
10	4					
9	3					
8	2					
7	1					
6		PRE-SCHOOL EDUCATION				
5						
4						
3						

Annex 2: Basic Education Indicators

S/N	Indicator	SP Target National	Baseline 2002			Status 2006 (Preliminary)			Comment
			M	F	T	M	F	T	
1	Gross Enrolment Rate (Gr. 1-7)	110%	97.4	89.9	93.6	124.72	121.19	122.96	
2	Gross Enrolment Rate (Gr. 1-9)	62%	87.4	80.1	83.7	111.09	106.43	108.76	
3	NER (Gr. 1-7)	80%	78.8	76.4	77.7	96.16	97.87	97.02	
4	NER (Gr. 1-9	35%	76.8	72.7	74.8	94.99	94.96	94.98	
5	Gross Intake Ratio Gr. 1		105.8 105.4		105	132.86 135.34		137.84	
6	Net Intake Ratio Gr. 1		40.0 41.1		42.2	48.67 50.49		52.33	
7	Completion rates Gr. 7	86%	70.5 64.3		58.2	90.82 84.96		79.15	
8	Completion rates Gr. 9	59%	38.8 35.3		31.9	47.09 43.12		39.20	
9	Transition (Promotion) rate (7-8)	70%	53.7 54.7		55.9	50.77 52.09		53.67	
10	Survival/retention rate Gr. 1-7					67.80 61.44		55.30	
11	Survival/retention rate Gr. 1-9					32.51 29.35		26.29	
12	Drop-out rate Gr. 7					2.75 4.08		5.65	
13	Drop-out Gr. 9					3.08 4.48		6.13	
14	Out of school Gr. 1-7					2.58 1.63		0.68	
15	Out of school children 1-9					4.39 4.35		4.31	
16	Orphans Basic 1-9					643,010			

| 17 | Girls retention rate (Gr5-9) | 100% | | Gr1-7:55.30% Gr1-9:26.29% | |
| 18 | CSEN enrolment from 1% | 5% | | 132,914 {Gr7: 5.58%; Gr9:4.96%} | |

Annex 3: MoE Funding and Expenditure 2003 – 2006 compared to MoESP

MoE Funding and Expenditure 2003 – 2006 compared to MoESP (K million)

	Approved Budget	Actual Expenditure	MoESP Projections Total Funding	MoESP Projections Total expenditure
2003				
Total	844 526 (1)	888 192 (1)	858 647	899 551
GRZ resourced	526 266 (1) 478 012 (9)	667 949 (1) 663 024 (9)	601 047	Not specified in MoESP
From CPs	318 260 (1)	220 243 (1)	257 600	Not specified in MoESP
Of Which				
Sector Pool	64 889 (4)	16 275 (4)	Not specified in MoESP	Not specified in MoESP
Designated Funds	112 166 (9) (BESSIP)	?????	Not specified in MoESP	Not specified in MoESP
Project Funds	Not specified in 2003 Performance Report	?????	Not specified in MoESP	Not specified in MoESP
2004				
Total	756 758 (1) 1 175 286 (10)	763 905 (1)	1 031 010	1 244 067
GRZ resourced	361 558 (1) 864 067 (8) 756 625 (10)	818 614 (10)	699 442	Not specified in MoESP
From CPs	395 200 (1)	IN JAR 2004	331 568	Not specified in MoESP
Of which				
Sector Pool	177 800 (1) 328 856 (6) 201 405 (10)	225 804 (6)	Not specified in MoESP	Not specified in MoESP
Designated Funds	143 700 (1)	?????	Not specified in MoESP	Not specified in MoESP
Project Funds	73 600 (1)	?????	Not specified in MoESP	Not specified in MoESP
2005				
Total budget incl. Supp.	888 001 (2)	867 370 (2)	1 055 705	1 471 567
GRZ resourced	?????	IN JAR 2005	556 516	Not specified in MoESP
	533 150(7)	IN JAR 2005	299 189	Not specified in

			MoESP Projections	MoESP Projections
From CPs				**MoESP**
Of which				
Sector Pool	366 483 (11) 350 750 (6)	314 254 (6)	Not specified in MoESP	Not specified in MoESP
Designated Funds	93 330 (7)	?????	Not specified in MoESP	Not specified in MoESP
Project Funds	73 337 (7)	?????	Not specified in MoESP	Not specified in MoESP
2006				
Total budget	1 016 061 (3)	Not yet available	1 118 537	1 396 807
GRZ resourced	1 277 076 (8)	Not yet available	810 380	Not specified in MoESP
From CPs	314 040 (8)	Not yet available	308 157	Not specified in MoESP
Of which				
Sector Pool	178 187 (8)	Not yet available	Not specified in MoESP	Not specified in MoESP
Designated Funds	54 569 (8)	Not yet available	Not specified in MoESP	Not specified in MoESP
Project Funds	81 218 (8)	Not yet available	Not specified in MoESP	Not specified in MoESP

(1) Source: Zambia Education PER, June 2006)
(2) Source: Statement C 2005 MoFND
(3) Source: Statement C Sept. 2006 MoFND
(4) Source: Sector PooL audited accounts 2003, MoE, 06.07 05
(5) Source: Sector PooL audited accounts 2004, MoE, 06.07.05
(6) Source: Sector PooL audited accounts 2005, MoE, 30.06.06
(7) Source: National Annual Work plan and Budget 2005 Draft for JSC May 2005
(8) Source: National Annual Work plan and Budget 2006 Draft for JSC April 2006
(9) Source: 2003 Performance Report, January 2004
(10) Source: Annual Technical Report 2004, Draft (undated)

Annex 4: Education Sector Plan 2003-07 Log Frame

Note: While this exercise started at the beginning of the review, it proved almost impossible to evaluate for the following reasons:

- There is no baseline data which is needed to evaluate the 'achievability' of the 'Indicators' – which are a mixture of targets and general aspirations
- There is no indication anywhere of priorities – and thus it gives the appearance of a shopping list
- To make a logframe meaningful there is a need to link Priorities (e.g. EFA programmes) to Strategies (e.g. efficiency issues) and Finance (e.g. district and/or school based financing)
- Finally, there is no mention anywhere of who is responsible for achieving these ambitious targets. Where is the accountability issue?
- The comments therefore are limited by the general and sometimes unrealistic nature of the Log Frame

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	**Current Situation**
Policy Goal ❑ Increased skills for poverty reduction, employment and economic growth	❑ Improved economic indicators ❑ Improved social indicators ❑ Increased formal/informal sector activity	❑ GRZ is able to maintain economic growth of 4%-5% pa ❑ GRZ is able to implement economic and institutional reforms	Poverty reduction minimal State investment in education still low Employment prospects poor for school graduates.
Policy Purpose ❑ Equitable access to relevant quality education and training that incorporates HIV/AIDs interventions	❑ 100% basic school net enrolment by 2015 ❑ 60% high school net enrolment by 2015 ❑ Learning achievement for grades 1-9 improved to 70% by 2015 ❑ Learning achievement for Grades 10-12 improved to 75% by 2015	❑ Current GRZ Budgetary allocations are maintained and increased ❑ CPs maintain sufficient external funding to address the financing gap	Decrease in GRZ budget (2006) –to 15%of discretionary budget National Learning Assessments show poor levels of academic achievement at all levels. GRZ/External funding not bridging the financial gap (failure to agree on priorities, efficiency issues and on quality inputs)

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	Current Situation
Basic Education ❑ Free basic education for all children	❑ Net enrolment of all school age children increased from 68.5% to 80% for Grades 1-7 and from 17.5% to 35% for Grades 8-9 by 2007. ❑ Gross enrolment increased from 101% to 110% for Grades 1-7, and from 46% to 62% for grades 8 to 9 by 2007 ❑ Progression rates from Grade 7 to Grades 8 increased from 49% to 70% by 2007 ❑ Enrolment of CSEN increased from 1% to 5% of total enrolment by 2007. ❑ Retention and progression of the girl-child from Grades 5-9 increased from 82% to 100% by 2007 ❑ Completion rates increased from 65% to 86% for Grades 1-7 and from 45% to 59% for Grades 8 to 9 by 2007 ❑ Mechanisms established by 2004 for more provision of quality basic education to out-of-school children and other vulnerable groups	❑ Increased budgetary allocation by GRZ. ❑ Long-term donor funding is sustained ❑ HIPC funds provided and used effectively ❑ Stakeholder support for education sector ❑ Population growth is stabilised at 2.7% net p.a. ❑ Communities remain supportive of education ❑ Enrolment growth rate of 3.6% p.a. sustained or improved	Equity issues not addressed when considering enrolment targets; These targets not linked to targets relating to physical infrastructure, teachers and textbooks.

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	Current Situation
High School Education ❑ Expanded access and retention in high schools, especially for girls, the poor and CSEN .	❑ Net enrolment of all school age children increased from 9.4% to 25% by 2007 ❑ Gross enrolment rate increased from 20% to 28% by 2007 ❑ Progression rates from Grade 9 to Grades 10 increased from 26% to 35% by 2007 ❑ Policy developed on reserving 35% of boarding places in rural schools for those from surrounding rural districts by end of 2003 ❑ Bursary provision for the poor, girls and orphans increased from 8,3% to 20% by 2007 ❑ Open and distance learning system re-organised and improved by 2005		No evidence that the issues raised in the Secondary Education study have been taken on board; No financial analysis of the additional costs Open and Distance Learning: goals too vague
Tertiary Education 1.3 Increased access to tertiary education especially for women, poor and those with special education needs	❑ Affirmative policies of admission and funding established by 2003. ❑ Distance education and open learning opportunities for adults expanded by 2006. ❑ Existing infrastructure, particularly hostel accommodation, at the two universities expanded and rehabilitated by 2005. ❑ Existing infrastructure at the Colleges of Education expanded and rehabilitated in line with demand by 2007.		There is an urgent need to carry out a comprehensive study of the tertiary sector – followed by a national conference on the future of university education in Zambia. However, there would need to be a more serious effort to involve the private sector – not just inviting them to contribute financially.

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	Current Situation
Basic Education 2.1 Improved learning achievement in basic schools	❑ Learning achievement levels in literacy and numeracy improved from 34% to 50% by 2007 ❑ Pupil: textbook ratio of 2:1 achieved for all subjects by 2007 ❑ Mechanism for recruitment and deployment of teachers to rural areas to achieve overall pupil teacher ratio of 64:1 for Grades 1-4 and 45:1 for Grades 5-9 by 2007 ❑ 2.1.4 All basic teachers trained to deliver BECF by end of 2005	❑ Policy on decentralised procurement implemented ❑ Textbook tracking studies implemented ❑ ECZ and National Assessment Surveys and Records sustained ❑ Regular inspection by standards officers maintained ❑ Curriculum implemented fully	Given the size of the student market in Zambia and given the supposed commitment to the private sector, there is no reason why a proper 'book chain' system is not in place, governed by a regulatory framework. A multi-title approach would encourage competition, keep prices down and stimulate curriculum development
High School Education ❑ Improved skills, knowledge and learning achievement in high schools	❑ National performance at school certificate improved from 66% to 72% by 2007 ❑ Pupil: textbook ratio of 5:1 achieved in all subjects by 2006 ❑ Pupil: Teacher ratio maintained at 27:1 by 2007 ❑ More relevant curriculum introduced by 2004 ❑ All high school teachers trained to deliver the new curriculum by end of 2005	❑ Improved Budgetary Allocation	Textbook ratios strange: should be nearer 1:1; at this level students should have the opportunity of purchasing their own books.

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	**Current Situation**
Tertiary Education ❑ More efficient and quality college and university education	❑ Sufficient relevant learning and teaching materials procured by 2007. ❑ Production of basic and high school teachers expanded and regulated in line with pupil enrolment growth rates and new curriculum framework by 2004. ❑ ZATEC programme reviewed by 2004 ❑ CPD, particularly the Primary Diploma by distance expanded by 2005 ❑ Co ordination and validation of distance learning programmes established by 2003 ❑ Graduate teacher education programmes at Nkrumah Teacher's College developed by 2004 ❑ Mechanisms of continuous curriculum review at universities put in place by 2004 ❑ A plan for research activities over the next five years developed by 2003.	❑ Implementation of incentives for teachers, ❑ Construction/Rehabilitation of schools, colleges and universities takes place	Again, all of the indicators are aspirational targets; very little idea of strategic choice.
Basic, High School and Tertiary Education ❑ Effective and adequately financed decentralised education delivery system	❑ All education boards trained in education management, development planning and financial management by 2004 ❑ Measures for sound university administration, financial management and planning put in place by 2004 ❑ Mechanism for replacement of teachers, lecturers, and officials who are absent through sickness or death established by 2004	❑ Policy on teacher replacement is implemented ❑ Decentralisation policy is fully carried out and sustained ❑ Sufficient funds allocated by GRZ for regular quarterly disbursements	Need to separate High Schools from Tertiary Education needs.

Narrative Summary	Indicators Of Achievement	Risks/Assumptions	**Current Situation**
	❑ Education expenditure projected as follows: **Admin**. : From 10% in 2002 to 11% in 2007 **Basic** : From 64% in 2002 to 65% in 2007 **High School** : From 10% in 2002 to 10% in 2007 **Colleges** : From 4% in 2002 to 3% in 2007 **CPD** : From 2% in 2002 to 3% in 2007 **Universities** : From 9% in 2002 to 8% in 2007 **Other** : From 1% in 2007 to 1% in 2007	❑ Education boards develop and maintain the capacity to handle finance and management	The targets for High School education are puzzling.
Basic, High School and Tertiary ❑ Reduction of HIV/AIDs infection	❑ Information on prevention of HIV/AIDs infection available to all pupils, teachers, college/university students, lecturers and education officials by end of 2003 ❑ Support and protection measures implemented in every school, college, university and education office by 2004 ❑ Support systems and workforce policies for those infected and affected in the education system established by 2003 ❑ School health and nutrition policies and plans implemented in all schools by 2007	❑ GRZ and MoE commitment to HIV/AIDS issues is sustained ❑ Behaviour change is able to take place ❑ Supplies of materials, drugs, condoms continue to be available ❑ 4. Sufficient funds allocated for implementation of funds.	Again the gap between the aspirations and the reality tends to weaken the whole purpose of a log-frame approach like this

Annex 5: The Five Year National Development Programme (FNDP) 2006-10

Programmes, Objectives and Strategies

The five broad objectives below cover the whole sector but in a very general manner
These are followed by 9 Programmes which are taken from the MoESP and have the same weaknesses as described in dealing with the Lof Frame

	FNDP Education Broad Objective	Review Comment
1	To strengthen or establish institutional frameworks to coordinate provision of education and training through government, community and private institutions	*The challenge will be to coordinate the provision of education and training; a beginning could be made with the establishment of a National Education Council (or authority)*
2	To introduce policy changes reflective of the current educational requirements;	*In other words, developing Evidence Based Policy Development*
3	To promote use of alternative modes of education and training provision;	*Interactive Radio has shown how innovation can be mainstreamed at the primary level; similar innovations are urgently needed at Basic, High School and Tertiary levels*
4	To promote innovative methodologies in learning institutions;	*Innovation does not usually 'emerge' from government institutions whose main task is to implement the status quo effectively. Innovation needs a degree of freedom (and the freedom to fail) and therefore should be under an institution such as an independent Institute of Education. National and International NGOs should also be heavily involved in innovation strategies.*
5	To promote use of responsive monitoring of standards and assessment tools;	*The Learning Assessment system currently in use should be expanded to all sub-sectors. However, there is an urgent need to coordinate assessment and examination mechanisms. The (draft) Continuous Assessment materials are in need of urgent attention and revision.*
6	To enhance provision of teaching/learning materials and equipment.	*The only solution to effective textbook provision is to develop the Book Chain in Zambia, based on a regulated private market system. School-based financing provides the incentive for competitive private provision and distribution.*

The matrix below presents the FNDP programmes and their respective objectives and strategies.
There is a great deal of repetition in the following;

The whole exercise would benefit from a more 'education functional' approach (e.g. access) rather than the kind of 'Programme' approach adopted here, which again is simply a list of thinks to be done.

One example will suffice: the very first, 'To design a comprehensive and diversified curriculum that is interlinked throughout all educational levels'. This is very 'honourable'objectives but a) gives no recognition to the on-going curriculum reforms, b) what is wrong that requires a new curriculum, c) estimate costs

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
1	Curriculum Development and Educational Materials	1. To design a comprehensive and diversified curriculum that is interlinked throughout all educational levels 2. To provide relevant educational materials	*Early Childhood Care, Development and Education* a) Develop a national early childhood care, development and education curriculum framework; b) Develop, produce and distribute teaching/learning materials for early learners *Basic Education* a) Develop a basic school curriculum and syllabus for Grades 8 and 9 and review the curriculum framework for Grades 1 to 7; b) Develop, produce and distribute teaching/learning materials for pupils; c) Develop and produce open and distance learning materials for the Alternative Basic Education Programmes *Literacy Education* Review and improve literacy teaching and learning materials *High School Education* a) Develop a high school curriculum and syllabus for Grades 10-12; b) Improve teaching and learning, especially in practical, scientific and technological disciplines; c) Develop, produce and distribute teaching/learning materials for pupils	*There is an urgent need for the establishment of a professional curriculum, research and standards institution* *There are a number of critical curriculum issues that have to be addressed:* *a) A curriculum needs to be stable: it should not be subjected to frequent change* *b) a curriculum should be constructed around a few critical disciplines:* *- Literacy* *-Numeracy* *-Life Skills* *at lower levels, and gradually added to at middle and higher primary levels.* *Instructional Materials: the role of MoE*

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			Tertiary Education: Teacher Education a) Improve the quality of training through the provision of equipment and teaching/learning resources; b) Develop, produce and distribute teaching/learning materials for students *Tertiary Education: TEVET* a) Develop appropriate training, assessment and qualification systems to meet current and future demands of the labour market; b) Improve the quality of training through the provision of equipment and teaching/learning resources; c) Develop, produce and distribute teaching/learning materials for students *Tertiary Education: University Education* a) Design a comprehensive and diversified university curriculum with relevant linkages to other educational levels and to the needs of socio-economic development; b) Develop, produce and distribute teaching/learning materials for students	*should be confined to syllabus development; the private sector can be responsible for textbook development, production and distribution (with funds at the school level)* *This is too vague –esp Tertiary a) and b)*
2	**Standards and Assessment**	1. To develop a comprehensive assessment system reflective of an outcome and demand based curriculum 2. To establish the National Qualifications Framework (NQF)	*Early Childhood Care, Development and Education* a) Develop monitoring and evaluation instruments for early childhood care, development and education; b) Monitor learning performance through increased standards visits *Basic Education* a) Develop an assessment system, including methods of continuous assessment and examinations; b) Monitor learning performance through increased standards visits	*See above* *This could be rewritten as* **'Develop monitoring and evaluation instruments at all levels of the system'**

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			Literacy Education Develop monitoring and evaluation instruments for literacy education *High School Education* a) Develop an assessment system, including methods of continuous assessment and examinations; b) Monitor learning performance through increased standards visits *Tertiary Education: Teacher Education* a) Develop an assessment system reflective of an outcome based curriculum; b) Monitor learning performance through increased standards visits; c) Establish the criteria for the operations and management of the Zambia Qualifications Authority (ZQA) and National Qualifications Authority (NQF) within the context of the SADC framework *Tertiary Education: TEVET* a) Develop appropriate training, assessment and qualification systems to meet current and future demands of the labour market; b) Strengthen regulatory capacity within TEVET *Tertiary Education: University Education* a) Review and develop the internal mechanisms for assessment, including methods of continuous assessment and examinations; b) Establish the criteria for the operations and management of the ZQA and NQF within the context of the SADC framework	
3	**Teacher Education**	1. To strengthen the systems for continuous	*Early Childhood Care, Development and Education* Provide continuous professional development to serving	*These strategies are fine – but there is no plan to put them into practice.*

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
		professional development, management and support 2. To strengthen the systems for initial teacher training, management and support 3. To develop a comprehensive national policy and institutional framework for promotion and development of library services in Zambia	teachers and care givers *Basic Education* a) Provide continuous professional development to serving teachers; b) Provide pre and in-service training of teachers in SHN interventions and create health promoting schools *Literacy Education* Provide continuous professional development to serving providers *High School Education* Provide continuous professional development to serving teachers *Tertiary Education: Teacher Education* a) Develop a training policy and plan for initial training for ECCDE teachers and care givers; b) Train qualified teachers with basic education teacher competencies in order to eliminate double shifting in all schools; c) Develop a training policy and plan for initial training for literacy providers; d) Design a comprehensive library service that is inter-linked throughout all education levels; e) Provide relevant library services and education materials *Tertiary Education: TEVET* a) Increase the number of lecturing staff in TEVET; b) Increase participation of females and the disabled in skills teacher training; c) Enhance skills and qualification levels of lecturing personnel in skills training *Tertiary Education: University Education*	

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			Train qualified teachers with high school teacher competencies in order to reallocate those qualified Grade 8-9 teachers currently teaching in Grades 10-12 to basic education	
4	**Infrastructure Development**	To provide appropriate and sufficient infrastructure facilities and services including rehabilitation and maintenance in order to improve equitable access to and quality of education	*Early Childhood Care, Development and Education* a) Develop designs for Early Childhood Care, Development and Education classrooms; b) Construct, rehabilitate and maintain Early Childhood Care, Development and Education centres in selected regions and districts *Basic Education* c) Provide sufficient classrooms in lower basic schools in order to eliminate double shifting; d) Provide sufficient classrooms and other facilities (laboratories, etc.) to upgrade lower basic schools into full basic schools; e) Rehabilitate and maintain basic schools; f) Provide and maintain water and sanitation facilities with a view to provide equitable access for girls and CSEN; g) Provide staff housing with emphasis on rural schools *Literacy Education* NB: There are no planned activities under infrastructure as literacy training will be conducted using existing infrastructure facilities for adult literacy centres *High School Education* a) Provide designs for low cost day schools with weekly boarding facilities for selected regions; b) Provide sufficient classrooms and other facilities (laboratories, libraries and practical classrooms etc.); c) Construct and rehabilitate boarding and technical	*These strategies – again – are more aspirational – there is no evidence that there is the capacity to carry out these ambitious goals*

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			high schools; d) Provide and maintain water and sanitation facilities with a view to provide equitable access for girls and CSEN; e) Provide staff housing with emphasis on rural schools *Tertiary Education: Teacher Education* a) Construct additional classroom space at each of the 12 Colleges of Education; b) Construct additional zonal resource centres; c) Rehabilitate and maintain colleges of education, including provincial, district and zonal teacher resource centres; d) Provide and maintain water and sanitation facilities with a view to provide equitable access for girls and CSEN; e) Provide staff housing *Tertiary Education: TEVET* a) Provide and expand infrastructure in order to increase access to TEVET; b) Rehabilitate and maintain existing infrastructure *Tertiary Education: University Education* a) Provide and expand infrastructure in order to increase access to university education; b) Establish a third university based on a public-private partnership model; c) Rehabilitate and maintain universities, including hostels, libraries and laboratories	
5	**Distance Education and Open Learning**	1. To expand access and participation in the provision of basic education through	*Early Childhood Care, Development and Education* NB: Distance education and open learning methodologies will not be used in this sub-sector *Basic Education*	*Literacy should be identified as a programme area for itself*

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
		alternative modes of delivery using appropriate methodologies and technologies 2. Promote private sector participation	a) Develop a framework to coordinate provision of open and distance education; b) Identify and utilise appropriate methodologies and technologies to improve access to and quality of open and distance education; c) Develop and produce open and distance learning materials for the Alternative Basic Education Programmes *Literacy Education* a) Develop a framework to coordinate provision of open and distance education; b) Establish adult literacy centres in selected regions and in coordination with other line ministries *High School Education* a) Develop a framework to coordinate provision of open and distance education; b) Identify and utilise appropriate methodologies and technologies for facilitating distance and open learning; c) Promote e-learning; d) Reform provision of APU *Tertiary Education: Teacher Education* a) Develop a framework to coordinate provision of open and distance education; b) Identify and utilise appropriate methodologies and technologies for facilitating distance and open learning; c) Promote e-learning *Tertiary Education: TEVET* a) Increase access to TEVET through the provision of distance learning facilities;	

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			b) Identify and utilise appropriate technologies and methodologies for facilitating distance and open learning; c) Promote e-learning. *Tertiary Education: University Education* a) Develop an effective framework to coordinate provision of open and distance education; b) Identify and utilise appropriate methodologies and technologies for facilitating distance and open learning; c) Promote e-learning.	
6	**Equity**	1. To develop flexible and inclusive education programmes that provide mechanisms for increasing equitable access to quality basic education for CSEN and OVC 2. To provide interventions on HIV and AIDS and SHN	*Early Childhood Care, Development and Education* a) Develop and strengthen strategies that encourage retention and progression of girls and OVC; b) Equip teachers and care takers with adequate and relevant information about HIV and AIDS *Basic Education* a) Increase access, participation and retention in basic education, with particular emphasis on CSEN and OVC; b) Increase bursary provisions; c) Develop and support actions aimed at mitigating and reducing the impact of HIV and AIDS and other social and health related issues; d) Equip teachers with adequate and relevant information about HIV and AIDS *Literacy Education* Equip adult literacy providers with adequate and relevant information about HIV and AIDS *High School Education* a) Increase access, participation and retention in high	*It is very difficult to say anything beyond, Yes, we agree.* *However, unless the questions of priorities, resource allocation and responsibility is addressed, then the exercise is to a certain extent futile*

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			schools, with particular emphasis on girls; b) Eliminate gender disparities in both participation and learning achievement; c) Develop and support actions aimed at mitigating and reducing the impact of HIV and AIDS and other social and health related issues; d) Equip teachers with adequate and relevant information about HIV and AIDS *Tertiary Education: Teacher Education* a) Equip lecturers with adequate and relevant information about HIV and AIDS; b) Increase access, participation and retention in college education with particular emphasis on CSEN, women and OVC; c) Eliminate gender disparities in both participation and learning achievement *Tertiary Education: TEVET* a) Increase access, participation and retention of girls and women in TEVET; b) Train more lecturers in courses for the disabled and increase participation of the disabled in TEVET; c) Identify and utilise appropriate methodologies to facility equity in training; d) Facilitate access to bursaries for the disadvantaged *Tertiary Education: University Education* a) Equip lecturers with adequate and relevant information about HIV and AIDS; b) Increase access, participation and retention in basic education for females, CSEN and OVC; c) Eliminate gender disparities in both participation and learning achievement;	

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			d) Increase bursary provisions	
7	**Management and Administration**	To develop, revise and improve the overall framework for quality educational planning, human resource, financial management and administration of education delivery	a) Establish an institutional framework within the education and training sector to coordinate and oversee the implementation of ECCDE and community schools; b) Conduct focused policy relevant studies and reviews in response to identified policy gaps; c) Revise and improve the resource allocation criteria for institutions and operational levels; d) Develop a framework to coordinate the provision of literacy and establish literacy programmes in collaboration with other ministries, NGOs, universities and communities; e) Improve information management systems that are responsive to the needs of the education and training sector at all levels; f) Devise mechanisms for retention and attraction of teachers to rural areas; g) Establish an efficient, accountable and decentralised procurement and distribution system; h) Strengthen accountability and transparency in the utilisation of funds; i) Improve the internal management and implementation structures at the headquarters and provincial levels, including decision-making, flow of information, time management and procedures for meetings; j) Strengthen the systems for continuous professional development, management and support in colleges of education;	This reads as if one was starting off afresh to set up a new administration; There is no information of what the current situation is, what changes would have to be made, and how they would be made.

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
			k) Expand and regulate the production of qualified teachers and teacher educators; l) Strengthen management and administrative systems in universities; m) Liquidate the institutional debt and expand the sustainable financial resource base in universities; n) Develop institutional capacity for dealing with HIV and AIDS at all levels of the education and training sector.	
8	Research in Education	To strengthen research and innovation capabilities in private and public tertiary institutions	a) Encourage sustainable scientific and technological development through research; b) Implement and/or strengthen programmes on attachment to and exchange of students and staff between tertiary institutions and industry	This should be linked to the key idea of 'evidence-based' policy development. Also there is little indication of the current status of research in the education sector

No.	Programmes	Objectives	Strategies	REVIEW COMMENT
9	**Basic Skills Education and TEVET**	To develop, revise and improve the overall framework for quality educational planning, human resource, financial management and administration of technical and vocational education delivery	a) Provide appropriate infrastructure and facilities to enhance increased enrolment that is inclusive of vulnerable and disadvantaged learners in the basic skills and TEVET institutions; b) Foster community participation and investment in the provision of basic skills and TEVET; c) Develop diversified curricula that will mainstream entrepreneurship, career guidance and development from early childhood to TEVET in order to provide skilled human resources for increased productivity and income generation in the formal and informal sectors; d) Strengthen the regulatory functions of TEVETA; e) Improve the overall coordination and management of basic skills and TEVET, including information management systems; f) Develop appropriate training, assessment and qualifications systems to meet the current and future demands of the labour market; g) Develop effective and efficient modalities for the provision of training and support services to the micro, small and medium enterprises in order to improve household incomes; h) Mainstream cross-cutting issues (e.g. HIV and AIDS, gender, disability and environment) in the basic skills and TEVET systems; i) Expand a sustainable financial resource base	It is recommendable that the education sector is taking on Basic Skills and TEVET but there is a total absence of how to go about it – apart from these very generic statements.