



**Education Sector
National Implementation Framework
2008 – 2010**

Implementing the Fifth National Development Plan

**Ministry of Education
Government of the Republic of Zambia**

Lusaka
October 2007

Vision

Innovative and productive life-long education and training accessible to all by 2030

Mission

Providing equitably accessible education and skills training opportunities for sustainable livelihood and development

Goals

- a) To ensure universal basic education provision to children;
- b) To ensure that opportunities exist for all citizens to have equitable access to ECCDE, basic and high school, tertiary education and/or technical and vocational training;
- c) To improve the quality and relevance of education and skills training;
- d) To promote efficiency and cost-effectiveness;
- e) To enhance institutional coordination in both public and private education and training institutions; and
- f) To ensure that library services are improved to contribute to high standards and quality of education in Zambia.

Broad Objectives

- a) To strengthen or establish institutional frameworks to coordinate provision of education through government, community and private institutions;
- b) To introduce policy changes reflective of the current educational requirements;
- c) To promote use of alternative modes of education provision;
- d) To promote innovative methodologies in learning institutions;
- e) To promote use of responsive monitoring of standards and assessment tools; and
- f) To enhance provision of teaching/learning materials and equipment.

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ABB	Activity-based Budgeting
AGEI	African Girls' Education Initiative
ART	anti-retroviral therapy
ARVs	Anti-retrovirals
AWPB	Annual Work Plans and Budget
BESSIP	Basic Education Sub-Sector Investment Programme
BFPs	Budget Framework Papers
CBOs	Community-Based Organisations
CBU	Copperbelt University
CEMT	College of Education Management Committee
CP	Cooperating Partner
CPD	Continuing Professional Development
CSEN	Children with Special Educational Needs
DDCC	District Development Coordination Committee
DEB	District Education Board
DEBS	District Education Board Secretariat/Secretary
DECC	District Education Coordinating Committee
DECMT	Distance Education College Management Committee
DIP	Decentralisation Implementation Plan
ECCDE	Early Child Care Development and Education
EMIS	Education Management Information System
FBOs	Faith-based Organisations
FMS	Financial Management System
FTC	Financial Technical Committee
FTI	Fast Track Initiative
GA	Government Aided [School]
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross enrolment ratios
HEA	Higher Education Authority
HIP	Harmonisation in Practice
HIPC	Highly Indebted Poor Countries
HSMT	High School Management Committee
ICT	Information Communication Technology
IFMIS	Integrated Financial Management Information System
ILO	International Labour Organisation
INSET	In-service Training
JAS	Joint Assistance Strategy
JICA	Japan International Cooperation Agency
JSC	Joint Steering Committee
MDGs	Millennium Development Goals
MEPSU	From responsibility sharing table
MoE	Ministry of Education
MoESP	Ministry of Education Strategic Plan
M&E	Monitoring and Evaluation
MoH	Ministry of Health

MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
NER	Net Enrolment Ratio
NIF	National Implementation Framework
NQA	National Qualifications Authority
NQF	National Qualifications Framework
NTC	National Teaching Council
ODA	Official Development Assistance
ODL	Open and Distance Learning
OVC	Orphans and Vulnerable Children
PDCC	Provincial Development Coordination Committee
PECC	Provincial Education Coordinating Committee
PEMC	Provincial Education Management committee
PEMFA	Public Expenditure Management and Financial Accountability
PEO	Provincial Education Office(r)
PETS	Public Expenditure Tracking Survey
PITC	Policy and Implementation Technical Committee
PIU	Project Implementation Unit
PPP	Public Private Partnership
PTA	Parents Teachers Association
PTR	Pupil-teacher ratios
RH	Human Resource
SAG	Sector Advisory Group
SCEMT	School for Continuing Education Management Committee
SADC	Southern African Development Community
SHN	School Health and Nutrition
SMIT	Senior Management Implementation Team
STIs	Sexually transmitted infections
SWAp	Sector-Wide Approach
TA	Technical Assistance (Personnel)
TESS	From table on responsibility allocations
TEVT	Technical Education and Vocational Training
TTCs	Teacher Training Colleges
UN	United Nations
UNDP	United Nations Development Programme
Unicef	United Nations Children's Fund
UNZA	University of Zambia
USAID	United States Agency for International Development
VCT	Voluntary Counselling and Testing
WHIP	Wide Harmonisation in Practice
ZATEC	Zambia Teacher Education Course

Introduction

By the Permanent Secretary

Zambia has articulated its long-term development objectives in the *National Vision 2030*. The Vision is to become a prosperous middle-income country by the year 2030. Vision 2030 identifies a number of development goals, which include (a) reaching middle-income status, (b) significantly reducing hunger and poverty; and (c) fostering a competitive and outward-oriented economy. Together, these goals call for policies that accelerate and sustain economic growth, and which enable the poor to participate in, and benefit from, the growth process.

The Government has also developed the Fifth National Development Plan (FNDP) to provide a more holistic perspective to sector development policies under the general thrust of economic growth and poverty reduction. The FNDP is an important step towards the realization of the 2030 Vision. The theme of the Plan is stated as *Broad-based Wealth and Job Creation through Citizenry Participation and Technological Advancement*. The Plan embraces formal education and technical and vocational education with the broad objective being 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 further seeks to provide for a more dynamic relationship with Cooperating Partners (donors) as articulated in the *Aid Policy and Strategy for Zambia* as well as the *Joint Assistance Strategy for Zambia* (JASZ).

In the context of the FNDP, the purpose of this National Implementation Framework (NIF) is two-fold. Firstly, it serves as a guide for the articulation of the broad developmental objectives of the FNDP into identified activities that would later be defined and re-defined in the Annual Work Plans and Budgets. In this regard, NIF is the FNDP's operational tool at all levels of the education system from the Ministry Headquarters to the Provincial Education Offices (PEO), District Education Board Secretariats (DEBS) and schools. Secondly, NIF intends to serve as an important instrument for monitoring implementation performance (targeting mainly outcomes and impact). In this respect, it should provide the framework for tracking resource application. Consequently, NIF should be able to enable Cooperating Partners monitor the effectiveness of their support to the education sector. It should also help in mobilising external support through, for example, the Fast Track Initiative (FTI) and new bilateral country agreements. It is noteworthy that 2007 marks the end of the current Ministry of Education Strategic Plan 2003-2007 (MoESP) as well as the conclusion of most of the current cooperation agreements between the Ministry of Education and its Cooperating Partners, including those working within the context of the sector pool.

Against the above background, this Document consists of three parts. Part 1 presents the NIF context. In here, Chapter 1 makes an overview of the macro-level environment as well as the more specific aspects of the education sector, particularly the policies, the vision and the goals. Chapter 2 lays out the Strategic Priorities for the sector during the FNDP implementation period. Part 2 presents the sub-sector programmes and activities, beginning with Chapter 3 that gives the description of the broad programmes. Chapters 4 to 9 lay out the sub-sector policies and objectives, expected outcomes during the FNDP, and the main activities to be implemented over the 2008-2010 period, the remaining segment of the Plan. Lastly, Part 3 presents the Implementation Framework and Financing, starting with Chapter 10 that looks at the systemic restructuring and management capacity enhancement issues, followed by Chapter 11 on the Implementation and Monitoring framework, outlining what is to

be done, how, and by who. Chapter 12, in turn, presents the Financing of the NIF, giving projected financial requirements based on a set of policy and strategy assumptions and sectoral targets in educational services delivery. Lastly, Part 3 ends with Chapter 13 on Funding Modalities, presenting the various funding options, focusing mainly on the Government preferences with respect to external assistance to the education sector.

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2 October 2007

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PART 1
NIF Context and Background

Context of the National Implementation Framework

1.1 Macro-level Policies and Performance

The performance of the Zambian economy considerably improved in the last five years. Real annual GDP growth averaged 4.6 percent over the past five years, signifying a positive trend against negative growth rate prior to this. The positive growth trend is explained mainly by increased agricultural production, significant new investments across the main sectors, particularly in the privatized mining sector.

Zambia's positive growth has been complemented in recent years by improvements in the management of the economy, particularly with respect to the budgeting process, expenditure management and financial accountability. In the area of budgeting, the Medium-Term Expenditure Framework (MTEF), which employs a longer-term perspective in budgeting and links budgeting and planning, was introduced in 2003. This, to some extent, has opened up the budget systems to public scrutiny. The budget was also re-classified to an Activity Based Budgeting (ABB) system in 2004, thereby enhancing transparency. However, in spite of MTEF and ABB, further improvements are still on-going at the level of budget execution as large supplementary expenditures have often resulted in significant mismatches between initial planned budgets and actual expenditures for many spending heads across sectors. This is primarily explained by inadequacies in the ceiling setting process by MFNP; weak budget estimation capacity on the part of some institutions; fiscal indiscipline related to the incurring of expenditure before approval is made; and weak adherence in some cases to the approval process for supplementary expenditures. In the light of these recognised frailties, the Government launched the Public Expenditure Management and Financial Accountability (PEMFA) reforms in 2005 which aim at improving and strengthening expenditure management.

A major development during 2005 was Zambia's reaching the Completion Point under the Heavily Indebted Poor Countries (HIPC) Initiative, resulting in significant debt forgiveness/cancellation. Following the debt relief, Zambia's foreign debt came down to US\$4 billion in 2005 from US\$7.1 billion at end 2004. In the same year, Zambia also became eligible for debt relief under the G8 initiative which proposed to cancel 100 percent of all debts owed to the International Monetary Fund, the African Development Bank and the World Bank. After the G8 commitments were effected through the Multilateral Debt Relief Initiative (MDRI), Zambia's total external debt came down to around US\$500 million.

With regard to development assistance, Zambia has benefited significantly from external support through significant inflows. On an annual basis, external aid declined from US \$754 million in 2002 to US\$406.4 million in 2003 and rose to US\$519 million in 2004. In 2005, inflows increased to US\$652.0 million (Table 1). Despite significant aid inflows, the Government recognises the existence of weaknesses in aid, a state of affairs that has adversely affecting its effectiveness. Key weaknesses included the unclear procedures regarding how best to mobilise, receive, plan/budget and manage external resources; weak coordination within the Government system in the area of aid management; inappropriate systems of monitoring programme/project implementation; and, consequently, inability to determine the level of the impact of external support.

Table 1: External Aid Inflows (in US millions), 2002-2005

	2002	2003	2004	2005
Budget Support	311.0	58.8	64.8	153.7
Grants	81.9	38.9	44.1	129.7
Loans	229.1	19.9	20.7	24.0
Project Support	443.1	347.6	455	498.3
Total Inflows	754.1	406.4	519.8	652.0

Source: Ministry of Finance and National Planning

In the light of the above, serious efforts have been initiated to make aid more effective. Under the Harmonisation in Practice (HIP) Initiative, the Government and its main Cooperating Partners initiated a process that attempts to reduce transaction costs in aid receipt and management. As an off-shoot of the HIP Initiative, a Joint Assistance Strategy for Zambia (JASZ) has been developed and is currently operational. Furthermore, in its effort to make clear its position, the Government approved its Aid Policy and Strategy in May 2007. The Government has also started the process of strengthening its capacity for debt management. Finally, in early 2007, the Government launched its Fifth National Development Plan (FNDP) that defines the government's policy stances and planned expenditure pattern over the 2006-2010 period.

All in all, the initiatives above confirm the Government resolve to improve the application and management of public resources as well as ensure that external assistance is fully aligned to the country's developmental aspirations. The educational sector, which currently receives the largest annual share of the national budget, has benefited from these reform measures. The objective of this Document (the NIF) is actually to operationalise the FNDP, taking into account the other planning and strategy instruments that the Government has put in place.

1.2 Education Sector Context

1.2.1 Overall Sector Conditions

Like many countries in the sub-Saharan region, Zambia entered the 1990s with a major crisis in its provision of basic education. Per capita expenditure for pupils at primary school level was a meagre \$17, exactly half the amount in 1985. Personal emoluments subsumed 95 percent of the public expenditure on primary education with no public funding left for textbooks and other education materials. The following revealed further the 'face' of basic education in the early 1990s:

- a) 250,000 primary school age children were not attending school and 32,000 children could not find places in Grade 1. By 2001, it was estimated that 30% of children in the school-going age were not enrolled, which translated into nearly 620,000 children. The problem was particularly high in the rural areas where, for children aged 7, over 55% were not enrolled.
- b) Dilapidated education infrastructure throughout the country;
- c) Overcrowded classrooms in the urban schools;
- d) Lack of school equipment;
- e) Low motivation among teachers because of poor conditions of service;
- f) Diminishing education opportunities particularly for disadvantaged children such as the disabled, girls and those living in remote rural.

As a consequence of the state of affairs above, the quality of education remained quite, resulting in loss of confidence in the value of education among parents and communities.

The level of funding for the Zambian education sector significantly explained the poor sector performance in terms of both access and quality service delivery. In 1998, the Government spent only 2.5% of the GDP on education. This declined to 2.1% in 2002. However, in recent years, the

Government has increased the funding to 3.2% of GDP on education and training (including TVET expenditures under another ministry). Notwithstanding this effort, funding level is still much lower than the average government expenditure on education in three comparator countries (Kenya, Uganda, and Malawi) where this is 5.3% of GDP. The comparator countries devote at least 25% of their domestic discretionary budgets to education, compared to Zambia's 20%.

Expenditure on basic education from the Government's own resources is only 1.8% of GDP, a low level in comparative terms. In per capita terms, Government expenditure per basic school pupil in 2004 was only 8.6% of the country's per capita GDP, as compared with 12.4% of per capita GDP among developing countries generally. Furthermore, about 90% of the Government's own expenditures on basic education have been devoted to personal emoluments, leaving little for educational requisites.

1.2.2 Access Challenges

One of the three major principles that captured the underlining spirit of the Education For All (EFA) objectives in Zambia relates to *access*, which emphasized commitment to universal provision of opportunities for a defined minimum level of education. Although this principle is centrally concerned with opportunities for the school-age population, it also embraced provision for the adult population, which in the earlier years, did not have access to such opportunities. The Living Conditions Monitoring Survey of 1998 had found a Net Enrolment Ratio (NER) of 68% among children aged 7-13 (the age group for primary education, Grades 1-7). In 2004, enrolment in Grades 1-7 increased by 39%, while enrolment in Grades 1-9 increased by 40%. During a period when the school-age population was estimated to have been growing by 2% annually, enrolment was increasing by about 9%.

The rapid growth in enrolment is primarily on account of the policy of Free Education at Grades 1-7 (introduced in 2002), supported by the completion of about 900 new classrooms each year at new and existing schools. Although 7 years old is the official age of entry into Grade 1, many Zambian children enter at age 8 or older. The profile of Age-Specific Enrolment Rates¹ in 2004 peaks at ages 9-12, when 96% of Zambian children were enrolled in schools. It may, therefore, be concluded that entry into the education system is now close to being universal. However, there is some gender disparity (with substantial urban-rural disparity) in rates of Grade 7 completion, an aspect that conflicts with the MDGs targets. It is equally worth observing that high school education has been relatively neglected in comparison with basic education.

According to the Ministry of Education Strategic Plan (MoESP) that comes to an end this year, the Government aims at achieving the net admission rate of 100% by this year (2007) from 94% in 2002. The Government also aspired to ensure that the completion rate at Grade 7 increased from 65% in 2002 to 86% in 2007. Quantitative expansion in the basic education system is expected to be accompanied by increases in the number of teachers from teachers training colleges.

1.2.3 Equity Considerations

The second major principle that captured the underlining spirit of EFA objectives relates to *equity*, which emphasized the need to ensure that the distribution and utilization of opportunities in education would be fairly targeted in order to reach the disadvantaged groups in society. This calls for specific measures and explicit strategies in favour of groups that had not been able to fully participate in the education process. Women, disadvantaged children, particularly orphans and vulnerable children (OVC), the extremely poor people, people with physical and learning disabilities, etc., are all specifically targeted to allow them to equitably enjoy the rights and opportunities that are offered by education.

¹ This refers to the percentage of the single-year age-group who are enrolled in school, regardless of Grade.

Benefit incidence analysis has established that expenditures on Grades 1-7 education benefits large numbers of poor households, while expenditure on the higher levels of the system is not pro-poor. Some of the most disadvantaged groups with respect to equity are those in rural Zambia. While school places do exist in the rural areas, the problem has been exacerbated by a lack of teachers and the poor conditions of the existing classrooms. In some rural areas, the pupil-teacher ratio is double that of the urban centres. In this regard, while it is necessary to produce more teachers, it will be equally important to re-deploy existing teachers to the rural areas. Presently, only half of the pupils leaving grade 7 are able to find school places in grade 8, while just over one-fourth leaving grade 9 are proceeding to Grade 10. The issue of girls dropping out of school between Grades 5-7 and Grades 8-9 continues to pose a real challenge. It is worth observing that, because of inequity in teacher deployment, public expenditure within basic education is regressive, favouring urban and better-off locations. The unavailability of housing continues to be an important constraint to the attraction and retention of teachers (particularly females) for rural schools.

1.2.4 Learning Achievement

The third major principle that governs the EFA objectives relates to learning achievement, which emphasized the need to focus on well-defined learning achievements as a major outcome of the education process. This principle is linked with relevance, effectiveness and efficiency which, together, help to define *quality* in the process of education.

The quality of education in Zambia has been compromised by various factors. The overloaded and compartmentalised curriculum, coupled with dismal pupil-teacher contact time, has been one factor, while the lack of sufficient educational materials has also contributed to the low quality of education. Learning achievement remains at low levels with mean scores in English and Mathematics in Grade 5, for example, standing at 33% and 34%, respectively. The HIV/AIDS pandemic has also had a devastating impact on the educational system. The loss of teachers through death and sickness has greatly reduced the pupil-teacher contact hours in many schools. Quality considerations are also adversely affected by the poor state of school infrastructure in many schools, particularly in rural areas. Further, there is a backlog in the provision of teachers' houses.

In the light of the above, the Government sees the greatest challenge as that of improving the overall quality of basic education in terms of improved learning outcomes. According to the MoESP, pupils' performance will be monitored through regular National Assessment at middle basic level, the competency-based tests being introduced, and also through the Grade 7 and Grade 9 summative evaluations. The MoE had been conducting a National Assessment Survey of Learning Achievement in the fifth Grade. The main objective of the Assessment survey has been to inform the Ministry of the learning achievement levels and how they are changing overtime in the context of various inputs and contextual issues.

In terms of inputs, the Ministry, through MoESP, planned to implement the following:

- a) Developing a Basic Education Curriculum Framework through improved/revised syllabuses, teachers' guides, learning materials, comprehensive in-service training of teachers, and regular monitoring by standards officers.
- b) Giving special attention to life skills and cross-cutting issues such as school health and nutrition, HIV/AIDS, and environmental education.
- c) Extension of the Curriculum Framework to Grade 8 and 9 subjects, and an increase in contact hours particularly for Grades 1-4.
- d) Improving materials provision to pupils and teachers.

- e) Introduction of decentralised procurement and distribution system for textbooks to help reach the target pupil-book ratio of 2:1.
- f) Increasing incentives for teachers to work in rural and remote areas, particularly female teachers, in terms of fast-tracked promotion and upgrading opportunities, in addition to the current hardship allowances.
- g) Extending the school health and nutrition programmes that have been piloted under BESSIP so as to enhance school attendance and performance, particularly in disadvantaged regions.

1.3 Education Sector Vision, Mission, Objectives and Policy

1.3.1 Global Background

The national and global context within which this National Implementation Framework (NIF) has been developed ought to be understood from the outset. Informed by the challenges exerted by the conditions in the Zambian education sector as presented above, the Government of Zambia has participated in a number of regional and international forums whose main goal is to improve educational services delivery in an effective and equitable manner. This participation has helped in sharpening the way the country has redefined its goals, objectives and priorities for the education sector. Among the regional initiatives that Zambia has participated in are the Southern Africa Development Community (SADC) Protocol on Education and training and the regional education programme that targets the girl-child, namely, the African Girls' Education Initiative (AGEI). At the global level, the most important ones include (a) the Education for All (EFA) initiative/process and the Millennium Development Goals (MDGs). Box 1 presents the EFA Goals and the follow-up Dakar Framework of 2000. Box 2, in turn, shows Zambia's prospects for attaining the MDGs, revealing the positive trends with respect to universal primary education.

Box 1: EFA Goals and the Dakar Framework

EFA is essentially a global effort to make a giant step forward in improving basic education, based on the understanding that *education is a fundamental human right*. The Zambian Government maintains that the EFA goals and targets agreed upon at the World Education Conference in Jomtien in 1990 are strategic in the provision of basic education and continue to guide national policy:

- a) Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged and disabled children.
- b) Universal access to, and completion of, primary/basic education.
- c) Improvement of learning achievement such that an agreed percentage of a cohort (e.g. 80 per cent of 14 year olds) attains or surpasses a defined level of necessary learning achievement.
- d) Reduction of the adult illiteracy rate to emphasis on female literacy so as to significantly reduce the current disparity between male and female illiteracy rates.
- e) Expansion of provision of basic education and training in other essential skills required by youth and adults.
- f) Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioural change.

Although many developing countries managed to register significant progress with regard to the EFA commitments, many Sub-Saharan African countries, including Zambia, registered marginal progress. The generally poor performance in many countries justified the 2000 World Education Forum in Dakar, Senegal, where the EFA initiatives were re-affirmed against the worsening challenges that include the HIV and AIDS pandemic. The Dakar Framework includes the following goals:

- a) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- b) Ensuring that, by 2015, all children have access to, and complete free, compulsory, and quality

- education.
- c) Ensuring that learning needs of young people and adults are met through equitable access to appropriate learning and life-skills programmes.
 - d) Achieving a 50 percent improvement in levels of adult literacy in 2015, especially for women, and equitable access to basic and continuing education for all adults.
 - e) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015.
 - f) Improving all aspects of the *quality of education* and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Appendix 5 summarises the objectives, strategies and targets that were formulated for the EFA Regional Framework for Action.

Table 2 Zambia's Progress towards the MDGs

	MDG Indicator	MDG target 2015	Baseline	2002/03	2004	2005
Extreme poverty	Proportion of people living in extreme poverty	29%	58%	46%		
Hunger	Proportion of people living in extreme hunger	12.5%	25%	28%		
Universal primary education	Net primary school enrolment rate	100%	80%	76%	78%	
	Pupils reaching grade 7	100%	64%	73%	82%	
	Literacy rates 15-24-year old	100%	79%	75%	70%	
Gender equality	Ratio girls to boys in primary school	1	0.98	0.98	0.95	0.95
	Ratio of literate females 15-24years	100%		0.80	0.80	0.80
	Share of women in wage employment		39%	35%	35%	
	Proportion of seats held by women in National Parliament	30% ²	6%	12%	12%	12%
Child mortality	Under-5 mortality rate per 100,000 live births	63%	191% ³	168%		
Maternal mortality	Maternal mortality per 100,000 live births	162	649 ⁴	729		
HIV/AIDS	HIV infection among ante-natal clinic attendees	19%	20% ⁵	19% ⁶	19% ⁷	
Malaria	New malaria cases per 1000	Less than 121	255	377 ⁸		

² 2005 MDG Target

³ Baseline year 1991

⁴ Baseline year 1996

⁵ Baseline year 1994

⁶ The 2002 and 2004 ANC prevalence rates are derived from the Zambia Anti-natal clinic sentinel surveillance report 1994 -2004.

⁷ Ibid.

⁸ Data for year 1999.

Ensure environmental sustainability	Percentage of land covered by forest		59.8 ⁹	45		
	Percentage of land protected to maintain biological diversity		38.8		39.6	39.6
	Consumption of ozone depleting CFC in ODP tones		95.57 ¹⁰		44.54	43.04
	Percentage of population using solid fuels		86		80	
Safe water and sanitation	Percentage household with access to an improved water source		50%	53%		

Source: United Nations, *Zambia Millennium Development Goals 2nd Status Report, 2005*

1.3.2 Vision and Mission

The Vision of the education sector is: *Innovative and productive life-long education and training accessible to all by 2030.*

The Mission of the Ministry of Education during the 2006-2010 of the FNDP is: *Providing equitably accessible education and skills training opportunities for sustainable livelihood and development.*

In striving to attain its Vision and Mission, the Ministry of Education will be guided by national and international commitments as enshrined in such instruments as the MDGs and EFA, namely, Access, Quality, Equity, and Relevance.

1.3.3 Goals

The Goals of the education sector during the FNDP period are as follows:

- a) To ensure universal basic education provision to children;
- b) To ensure that opportunities exist for all citizens to have equitable access to ECCDE, basic and high school, tertiary education and/or technical and vocational training;
- c) To improve the quality and relevance of education and skills training;
- d) To promote efficiency and cost-effectiveness;
- e) To enhance institutional coordination in both public and private education and training institutions; and
- f) To ensure that library services are improved to contribute to high standards and quality of education in Zambia.

1.3.4 Broad Objectives

- a) To strengthen or establish institutional frameworks to coordinate provision of education through government, community and private institutions;
- b) To introduce policy changes reflective of the current educational requirements;
- c) To promote use of alternative modes of education provision;
- d) To promote innovative methodologies in learning institutions;
- e) To promote use of responsive monitoring of standards and assessment tools; and
- f) To enhance provision of teaching/learning materials and equipment.

1.3.5 National Education Policy

In the light of the vision, mission, goals, and broad objectives, guided by major international and regional commitments described above, several policy developments within the education sector are noteworthy. Immediately after the change of government in 1991, a new education policy entitled *Focus on Learning* was approved by the Cabinet in 1992. Its policy goal was improving access,

⁹ Baseline year 1992.

¹⁰ Baseline year 1996

equity, efficiency and quality of education through rehabilitation of school infrastructure, construction of new schools, training of education managers, and procurement and supply of education materials to schools.

The national education policy entitled *Educating Our Future* was launched in May 1996, focusing on decentralization, partnership, equity, efficiency, quality, democratization and effectiveness. Under this policy, the Government aims to have every child access nine years basic education by 2015. One aspect of this policy stance was the stress on Sector Wide Approach (SWAp) in the development of basic education. This was operationalised through the Basic Education Sub-Sector Investment Programme (BESSIP). Actual implementation of this policy has been based on the Ministry of Education Strategic Plan (MoESP) covering the 2003 to 2007 period. To enhance *access*, the Free Middle Basic Education policy (Grades 1-7) was announced in February 2002 by the President of Zambia. The policy abolishes all user fees while uniforms are no longer compulsory. Education Boards and PTAs may raise funds through various activities, but no child can be denied access to school on account of cost. This policy is being done through the provision of school grants; educational materials and requisites; and, other programme support.

In the context of the above, the policy thrust of the FNDP (2006-2010) that is being operationalised by the NIF is to contribute to the provision of accessible quality and equitable education at all levels of the system. The broader policy principle of the Ministry of Education, as guided by the MDGs and EFA, is that basic education is an integral part of social and economic development and that it is a fundamental human right. In this context, the following are the broad policies of the Ministry of Education:

1. The Government is committed to the *Universal Declaration of Human Rights* of 1948, including article 26 which stipulates that everyone has the right to education, which shall be free, at least in the elementary and fundamental stages, and which shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. As an integral part of the above, the Government shall remain committed to the objectives of Education for All (Jomtien 1990, Dakar 2000).
2. In the context of (1) above, the Government is committed to the *provision of quality lifelong education for all*, which is accessible, inclusive, equitable and relevant to individual, national, and global needs and value systems. The quality of education shall be improved by equipping schools with the requisite skills (through investing in teacher training and professional development) and facilities (such as teaching and learning materials as well as adequate school infrastructure, including libraries and laboratories), and providing improved teacher supervision and support. Reforms of the curriculum at all levels of schooling and training shall be part of quality improvement and the strengthening of developmental relevance of the education system.
3. Lastly, the issue of *partnerships* has emerged as an important consideration in educational service provision and is deriving its significance from the EFA and MDGs principles. As resources at the disposal of the Government dwindle against a tide of competing demands, the need to invite other providers to educational services provision is no longer an option, it is an imperative. Partnerships and alliances in service provision are also founded on the principles of democracy and inclusiveness that call for the direct involvement of both providers of, and beneficiaries from, the education system not only in meeting the cost of provision but also in directly participating in decision-making processes.

In the light of the above, the current Government policy thrust for the education sector could be summarised as follows:

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- a) The Government shall facilitate *equitable access to education* at all levels.
 - b) The Government is committed to the *delivery of quality and relevant education*, which enhances knowledge, skills, attitudes, values and lifelong learning.
 - c) It is Government policy to *improve policy formulation, planning and information management environment*. Complementary to this is the provision of a sufficient, skilled and motivated human resource to manage the education system.
 - d) In its pursuit for quality in educational services delivery, the Government shall support an adequately-financed, professionally managed, accountable and *cost-effective decentralised education delivery system*.
 - e) The Government shall support an education system that *counters the HIV and AIDS pandemic* and will continue to mitigate its adverse impact on education delivery, with particular attention paid to the needs of orphans.
 - f) *Functional literacy education* shall be promoted through non-formal education.
 - g) Effective *partnerships with other stakeholders in educational services provision* shall be developed, focusing on Faith-based Organisations and other religious bodies, the private sector, NGOs, community-based organisations, traditional leadership, Cooperating Partners/donors, and individuals.

1.4 Principles and Rationale governing Education Financing under FNDP

In the context of the policy environment above and according to the FNDP, the re-orientation of expenditures towards pro-poor programmes shall constitute the most important approach towards the realisation of the Plan's theme. FNDP acknowledges that, while maintaining fiscal sustainability is important in attaining macroeconomic stability, wealth creation, though important, cannot be an end in itself. Wealth creation shall be seen as a means towards the realisation of the strategic social objective of poverty reduction through job creation and the application of technology-cum-knowledge towards the realisation of social welfare improvement. This meta-goal is also in line with the Millennium Development Goals (MDGs) that focus on strategic social targets that can only be met if there is a conscious effort to channel the benefits from the generated wealth to pro-poor social spending. It is in this context that the elevated expenditure on education finds expression under the Plan. Thus, FNDP public spending priorities include "social sector spending, particularly on education and health." Accordingly, expenditures on education during the FNDP shall receive at least 25 percent of the budget during the Plan period.

In the context of the above, the FNDP states, inter alia, that "to foster human development, the public spending priorities shall focus on enhancing the quality of education provision and skills development; better health service delivery; addressing the problem of frontline personnel in the two critical sectors of education and health, including the lack of requisite working implements..." Consequently, education is among the 'expenditure focuses' of the FNDP. The Plan actually builds a case to justify why education and skills development should be among the targeted priority expenditures:

...the focus [in FNDP] is to significantly shift towards interventions aimed at increasing the quality of education and enhancing skill development, which is in critical short supply. This is mainly due to the huge increases in enrolment that the system has sustained over the last five years with annual increases in enrolment at all levels reaching nearly 95 percent of the target population for basic education. FNDP is targeting three priority areas: recruitment of teachers; procurement of educational materials; and the construction of classrooms and teachers' houses... Expanding education in a manner that improves the overall skill level and productivity of the labour force is also important.

The FNDP's target is to scale up Government funding to the education sector to around 4.5 percent of GDP by 2010 while total expenditure (Government and donor) is planned to reach at least 6.0 percent of GDP by that year. Appendix 3 and Appendix 4 show the FNDP expenditure allocations by amounts

and percentages, respectively, revealing the lion's share of the education sector in the total government spending during the Plan period.

2

NIF Strategic Priorities

2.1 Introduction

During the FNDP period, the Government has identified clear Strategic Priorities that focus on qualitative, quantitative and equity aspects of educational services delivery. Although the sector has a multitude of demands that ought to be addressed in order to reach the targets that the Government has set itself to achieve, the limited human and financial resource capacities demand that the next couple of years should only target the core interventions that are of strategic importance if the sector is to realise its broader vision by 2030. It is in this context that the MoE has identified strategic priorities.

Firstly, in the context of the Government policy commitment of providing “quality lifelong education for all, which is accessible, inclusive, equitable and relevant,” the Ministry of Education shall address the *quantitative* aspects through increased enrolments in a manner that targets the set global targets for primary/basic education. Secondly, the *quality* aspects of delivery during the FNDP period shall be addressed by equipping schools with the requisite skills (through investing in teacher training and professional development); facilities (such as teaching and learning materials as well as adequate school infrastructure, including libraries and laboratories), and providing improved teacher supervision and support. Reforms of curriculum at all levels of schooling and training shall be part of quality improvement and the strengthening of developmental relevance of the education system. Thirdly, with regard to the Government policy of equitable *access to education* at all levels, the Ministry shall address this through formal and alternative modes of delivery in partnership with key stakeholders. The rest of this Chapter elaborates on the above strategic priorities.

2.2 Lessons from the Implementation of MoESP

The NIP has been developed during the last year of the life of the Ministry of Education Strategic Plan (MoESP). A lot of lessons can be derived from the experience of the Strategic Plan. Perhaps chief among the lessons is the importance of injecting a sense of realism regarding what the Ministry is able to accomplish within a specified time, taking into account its institutional capacity limitations and human resource base. The Mid-term review of the MoESP revealed a number of frailties that continued to compromise the speedy attainment of some of the targets set in the Plan. One area where the plan targets fell short of expectations is infrastructure development, particularly the construction of classrooms. Financial resource management and procurement also faced serious systemic challenges.

In the light of the above, while the NIF has come up with a comprehensive catalogue of what should be done during the remaining part of the FNDP, the Ministry acknowledges that resources at its disposal are limited and its current structure may not be able to effectively support the realization of all the activities specified in the NIF. Through increased financial resource flow (both domestic and external) and as a result of changing the way the system operates (supported by the availability of sufficient and motivated human resource), a lot could be done during the NIF period. To achieve this, preparatory work is still needed. The prioritization of the NIF is outlined in 2.3 below.

In terms of systemic considerations, the Ministry is convinced that it is now better positioned to initiate the required changes. Firstly, the Ministry is rededicating itself to addressing the capacity challenges that have faced the sector for a long time. As Chapter 10 on *systemic restructuring and management capacity enhancement* highlights, a special focus during the NIF period shall be on strengthening the efficacy of the Ministry's various management, administrative and support systems and structures at all the levels of service delivery from the Headquarters to the institution levels. Clear and well-targeted activities to address systemic concerns are identified in the matrix in Chapter 10. The strengthening of the Ministry's management systems and structures at both the Headquarters and lower levels shall, thus, be addressed so as to make it more efficient and effective in educational service delivery. Lessons from both BESSIP and MoESP suggest that services such as planning and information, accounts, procurement, infrastructure and human resource capacity building must - and will - receive special attention. Consequently, as Chapter 10 elaborates, the seemingly ambitious programme of activities under NIF derives its faith from the following systemic restructuring interventions that should place the educational system in good stead to be able to achieve the stated objectives under the NIP:

- a) Establishment of an effective mechanism for joint and unified sector planning, development and funding involving all stakeholders.
- b) Reorientation of the sector budget to the financing of core functions.
- c) Integration of government budget resources and donor support through the development of better financing modalities, including the review of the current pool funding mechanisms.
- d) Financing and managing programmes/activities through General Budget Support (GBS), as the first preferred modality, and sector-wide approach (SWAp), focusing on the adoption of common accounting, monitoring and reporting systems.
- e) Strengthening the links between the sub-sector expenditure programme and the sector-wide Medium-Term Expenditure Framework (MTEF).
- f) Strengthened formal and informal consultation mechanisms among all the major stakeholders, including Cooperating Partners.
- g) Enhanced management support systems in financial management and accounting, procurements, information and reporting systems as well as infrastructure management.
- h) Improved systems of monitoring and measuring sector performance through an effective M&E system.
- i) Taking the policy of Decentralisation to a higher level.
- j) Addressing gender and HIV/AIDS challenges in a more proactive manner, including mainstreaming them into all education programmes.
- k) Development of a mechanism for engaging with private sector and civil society in educational service delivery.

In the light of these commitments, systemic capacity strengthening shall be placed at the top of the restructuring Agenda of the Ministry. With the benefit of lessons derived from the BESSIP and MoESP, Cooperating Partners are called upon to lend support to the Ministry in its placement of capacity building and enhancement as a top priority. To facilitate this, the year 2008 shall be strategic to in the creation of a supportive environment for achieving most of the objectives and associated activities. Consequently, many activities will have to be undertaken during that year which, in its current position, the Ministry may not possess the needed capacity to champion single-handedly. Consequently, it is expected that a number of activities would require outsourcing. The financial implications of this approach (including the importance of timely disbursement of the required resources, both financial and human expertise) ought to be acknowledged by all stakeholders, including Cooperating Partners. On its part, MoE Top Management is positioning itself to the new

challenges and will enlist the needed political will from Cabinet to push forward and in a timely manner the sector restructuring and reform Agenda.

2.3 Strategic Priorities

2.3.1 Strategic Priority 1: Access Considerations

The Government shall strive to achieve the EFA targets in terms of *increased enrollment* through the provision of additional educational facilities/schools and the expansion of existing ones. This shall be supported by an effective *infrastructure development* programme that facilitates, in an equitable manner, the construction, rehabilitation and maintenance of the educational sector's physical assets.

2.3.2 Strategic Priority 2: Quality Considerations

The Government shall work towards the enhancement of *learning achievement* as one of its major outcomes during FNDP. This strategic focus (that shall be supported by an active infrastructure development programme) is linked to the Government's target of attaining relevance, effectiveness and efficiency which collectively promote the prospects for *quality* educational services provision. To realise these qualitative ideals, the MoE will focus on the following strategic priorities:

Curriculum Development: The Ministry shall improve the quality and relevance of education through the design of a comprehensive and diversified school curriculum that is interlinked throughout all educational levels. Particular attention shall be placed on ensuring that the revised curriculum is sufficiently responsive to the developmental aspirations of Zambia, in general, and to the special requirements of learners, in particular.

Educational Materials: The Ministry will review its educational materials production and procurement systems with an eye on managing these through more decentralized structures and processes. The main aim will be to ensure that the system responds positively and in a timely manner to the educational needs and requirements of both students/pupils and teachers at all levels of the educational system.

Increasing Teacher Training and Deployment: The Ministry shall, firstly, secure the attainment of quantitative improvements in teacher supply then, secondly, mobilize sufficient financial resources to recruit sufficient teachers. In this respect, the MoE will strive to expand learning facilities for trainee teachers; expand enrolment of student teachers; increase the number of teachers that are degree holders through up-scaling and/or initiating enrolment of teachers courses at existing public and private training institutions; elevating two teacher training colleges to university college status in order to offer degrees; expand distance teacher education programme; and facilitate diversified training that include distance learning and part-time courses. A more innovative incentives regime shall also be developed that would encourage the supply of more mathematics and science teachers and the deployment of more women in rural areas.

2.3.3 Strategic Priority 3: Improving Efficiency and Effectiveness of the Educational Service Delivery

The Government shall work towards more decentralised systems of delivery that would improve capacities of learning and training institutions in a manner that enhances their capacity to effectively and efficiently deliver quality educational services. To realise this, the MoE shall focus on the following:

School Management: Development and application of effective teacher assessment and inspection systems; enhancement of inspections of basic schools; design and application of an effective standards assurance system that monitors teacher performance; and securing qualitative and quantitative stability in the supply of well-motivated, satisfied and healthy teachers.

Teacher Management: Improvement of the quality of teacher management through, inter alia, the establishment of an effective oversight body on quality control and quantitative improvements in teacher supply. This will be complemented by the design and implementation of a Performance Management System that would monitor the performance of teachers at different levels, both in schools and teacher training institutions. This will be complemented by the introduction of e-governance in teacher management. A special effort shall be made to address the challenges that are associated with teacher absenteeism.

Teacher Motivation: Development and operationalisation of a framework that ensures that teachers/trainers at all levels develop professionally by putting in place a clear career structure and a well coordinated In-service (INSET)/Continuing Professional Development (CPD) structure. The establishment of a national system of teacher registration (with a supportive database) as well as accreditation of providers and courses/certificates will complement the MoE's effort to motivate teachers.

Pupil Retention and Progression: The Ministry's efficiency enhancement efforts shall also address aspects that would keep pupils in school and secure their educational progression.

2.3.4 Strategic Priority 4: Equity Considerations

In line with the EFA and the MDGs targets, the Government shall take measures to work towards universal basic education provision to children. This shall essentially entail the facilitation of opportunities for citizens to have equitable access to ECCDE, basic and high school, and tertiary education. By way of special focus during the FNDP period, the MoE shall ensure that the educational system secures equitable access to basic education, paying special attention to the peculiar needs and requirements of the girl-child, OVC, Children with Special Educational Needs (CSEN) and those that are affected by, and infected with, HIV and AIDS. An effective targeting mechanism to identify those to be supported shall be developed.

2.4 Specific Sub-sector Priorities and Objectives

Under the four pillars of access, quality, efficiency, and quality, each sub-sector will have clear objectives and priorities during the FNDP period. These are as follows:

ECCED: This sub-sector is still relatively new in the MoE. The immediate focus will be policy development, clarifying the roles of public and private sectors. The government will play a critical role in advocacy, developing standards, curriculum, quality assurance, and monitoring and evaluation. Public sector financial support shall target the neediest children, with emphasis on fostering partnerships with other stakeholders, including the served communities.

Lower to Middle Basic Education: The outcome achieved in access expansion during the last decade will be strengthened. Improving quality, efficiency, and equity will be key areas requiring increased focus and investment at lower to basic education level. The investment in these areas shall be aimed at improving student learning outcome; ensuring that school-age children enter grade 1 on time; improving learning outcome; reducing grade repetition; and achieving higher grade 7 completion rate/lower dropout rate. Particular attention will be given to disadvantaged areas and population groups.

Upper Basic Education: The Government recognises that education coverage at this level remains a major challenge. The strategic focus at this level will, thus, be to expand the currently narrow access and low enrolment. In this regard, the MoE shall strive to achieve higher enrolment rate. Accelerating

the construction of classrooms and the training of teachers qualified to teach at this level will be among the key investment areas.

High School Education: The expansion of access at this level continues to face pressure from increased enrolment and completion of basic education. In this respect, the provision of more classrooms and the training of teachers that are qualified to teach at this level will be among the key investment areas. Attention will also be given to achieving a balance between general high school education and technical and vocational education so as to meet the demand for a wide range of skills that are needed by the labour market. While this sector will be continuously supported by households and the government, state assistance shall focus on the targeting of disadvantaged areas and groups as well as providing incentives for private sector entry especially in the urban/better-off areas.

Teacher Training: The key objective of teacher training is to meet the need for expansion in access and quality improvement at basic and high school education levels. This shall focus not only in the provision of adequate number of graduates to enter teaching profession but also in ensuring that teachers will have adequate subject knowledge and pedagogical skills for teaching at relevant levels of education.

University Education: Improving the internal and external efficiency of the university system will be the strategic focus at this level. This outcome will be measured by reduced unit cost and increased proportion of graduates finding employment with matching training background. With the promising economic growth and increasing demand for better qualified labour force, the expansion of tertiary level education is also envisaged during the FNDP. Policy incentives for resource mobilization, particularly in encouraging private provision of university-level education and training will be focused upon in this sub-sector.

The key sub-sector objectives, together with related objective targets and output indicators for 2010 (FNDP target) and 2015 (MDGs targets), are presented in the matrix below.

Objectives	Objective targets				Output targets			
	Indicator	Baseline	2010 target	2015 target	Specific Indicator	Baseline	2010 target	2015 target
Early childhood care, development, and education (ECCDE)								
Ensure opportunities exist for pre-school children	Number of districts with ECCDE supporting and consultation services (can be run by a wide range of agencies including government, NGOs, communities, etc.)	N.A.	36	72	Clear policies developed clarifying roles of government (central, provincial, and district level), communities, NGOs, and other private providers	No clear policies	Clear policies in place	Clear policies in place
Literacy								
Ensure opportunities exist for those who cannot participate in formal education	Number of districts with adult literacy programs (can be run by a wide range of agencies including government, NGOs, communities, etc.)	N.A.	36	72	Clear policies developed clarifying roles of government (central, provincial, and district level), communities, NGOs, and other private providers	No clear policies	Clear policies in place	Clear policies in place
Lower and middle basic education								
Increase grade-7 completion	Grade 7 completion rate	85%	92%	100%	Total enrolment	2.6 million	2.8 million (enrolment bulge due to absorbing over-age children)	2.7 million
Improve learning	Learning outcome in NAS for grade 5 (mean score)	English:34% Math:38%	English: 40% Math: 45%	English: 60% Math: 60%	Pupil-classroom ratio	112:1	90:1	60:1
Improve system efficiency	Net intake rate	55%	100%	100%	Pupil-teacher ratio	70:1	55:1	40:1
	Share of repeaters	7.2%	6%	<5%	Pupil-textbook ratio	Math: 3:1 English: 3:1	Math: 2:1 English: 2:1	Math: 1:1 English: 1:1

Objectives	Objective targets			Output targets				
	Indicator	Baseline	2010 target	2015 target	Specific Indicator	Baseline	2010 target	2015 target
Upper basic education								
Expand equitable access with adequate quality and educational input provision	Gross enrolment rate	55%	67%	75%	Pupil-classroom ratio (maintain w/ enrolment expansion)	40:1	40:1	40:1
					Pupil-teacher ratio (maintain w/ enrolment expansion)	35:1	35:1	35:1
					Learning achievement monitoring system	Not in place	In place	In place (continue)
					Number of needy students receiving bursaries	N.A.	5,000	15,000
High school education								
Expand equitable access with adequate quality and educational input provision	Gross enrolment rate	26%	28%	40%	Pupil-classroom ratio (maintain w/ enrolment expansion)	<40:1	<40:1	<40:1
					Pupil-teacher ratio (maintain w/ enrolment expansion)	<35:1	<35:1	<35:1
					Learning achievement monitoring system	Not in place	In place	In place (continue)
					Number of needy students receiving bursaries	N.A.	2,500	5,000

Teacher Training													
Establish close link between teacher supply and teacher demand for grade 1-12	Percentage of qualified teachers	Basic: 85% High school: 12%	Basic: 90% High school: 20%	Basic: 100% High school: 50%	Number of qualified graduates entering teaching profession per year	Certificate: 8,000 Diploma: 1,700 Degree: 300	Certificate: 6,400 Diploma: 1,200 Degree: 700	Certificate: 6,400 Diploma: 1,200 Degree: 700					
Graduates from TTCs with adequate subject knowledge and pedagogical skills	Percentage of graduates from public teacher-training colleges pass the professional test	50%	70%	90%									
Tertiary: University education													
Improve efficiency	Unit public spending per student as % of GDP per capita	3.5 times of GDP per capita	2.5 times of GDP per capita	Equal to GDP per capita	Clear policies on private provision; cost-sharing; and bursary schemes targeting needy student	No clear policies	All policies in place	All policies in place					
					Share of cost-sharing students (both in public and private institutions)	10%	25%	40%					

PART 2

Programmes and Activities

Sector Programmes

3.1 Overview

In order to achieve the goals and objectives of the FNDP, programmes and sub-programmes have been developed. In this regard, the FNDP provides the overall objectives and strategies for the identified programmes as well as projected resource allocations that reflect the available (real and anticipated) resource envelope over the FNDP period and the set prioritised of the Plan. The actual activities under each programme and the resource allocations are finally adopted through the Annual Work Plans of each sector/ministry on the basis of annually available resources from both the Government budget and receipts from Cooperating Partners. In this regard, the FNDP resource allocations are merely indicative of the anticipated resource availability over the five-year period and the allocative pattern reflecting Government priorities.

In the context of the above, the FNDP has identified 8 programmes under the Ministry of Education. The 8 programmes are:

- a) Curriculum Development and Educational Materials
- b) Standards and Assessment
- c) Teacher Education
- d) Infrastructure Development
- e) Distance Education and Open Learning
- f) Equity
- g) Management and Administration
- h) Research in Education

The programmes' main objectives and broad descriptions of the activities that shall be undertaken during the FNDP period are described below.

For operational convenience, the Ministry of Education, in consultation with the Ministry of Finance and National Planning, decided to budget for activities on the basis of *sub-sector* interventions rather than reflecting allocations against the broad *programmes* above. This decision was informed by the realisation that, to the extent that actual activities are undertaken by sub-sectors, allocations are better applied and, hence, linked to the respective sub-sector. This also allows for better visibility of where resources go and, consequently, improves resource tracking that is important in impact monitoring. Notwithstanding this, it ought to be recognised that actual interventions on the ground would strive to respect the broadly-defined programme objectives as reflected in the FNDP. The programmes are presented below.

3.2 Curriculum Development and Educational Materials

Curriculum Development is very strategic to the advancement of quality in education service delivery. The section in charge of curriculum continues to suffer from insufficient requisite competencies required to discharge this function effectively. As a result of this, the section has neither been able to adequately undertake curriculum related research nor advise the Ministry on curriculum policy. As a result of this state of affairs, the section has only been able to undertake minimal research. However, under BESSIP, the Curriculum Development Centre had developed the new Basic Education Curriculum Framework and also materials under the Middle Basic Reading Programme.

The objectives of the Curriculum Development and Educational Materials programme during the FNDP

are twofold, namely, to (a) design a comprehensive and diversified curriculum that is interlinked throughout all educational levels; and (b) to provide relevant educational materials.

To implement this Programme, the respective sub-sectors in the education sector will focus on the development of the curricula and the establishment of linkages across levels (sub-sectors), as well as between grades up to tertiary level. Capacity in Curriculum Development will be greatly increased, partly through technical assistance. Curriculum specialists shall be given training in curriculum development, design and research. This level of support shall be required to handle the implementation of the Basic Education Curriculum Framework, particularly in terms of life skills and HIV/AIDS, and the reform of the high school curriculum. Consultation will be made with stakeholders (especially teachers and head teachers) in developing new syllabi. Stronger relationships will be formed with the publishing industry in developing a textbook policy, materials quality control and pricing agreements. Better utilisation will be made of experienced teachers and heads in developing new syllabi. Curriculum development programme will also address the aspect of effective balance of knowledge, skills, values, development and positive attitudes. These linkages will have to be made in order to harmonise the comprehensive learning experiences at all levels within the context of a diversified curriculum.

Lastly, sub-sectors will ensure that quality, relevant and responsive education is provided to all learners through the provision, in a timely and efficient/decentralised manner, of appropriate educational materials. In addition, the Programme will address aspects of effective curriculum delivery through the adoption of best practices such as initial literacy in local languages.

3.3 Standards and Assessment

The standards and assessment Programme is not well staffed and most of the standards officers are attached to projects. The section has not carried out frequent field inspections so as to monitor and maintain appropriate educational standards. This is because the standards and assessment section is not well staffed. It has also not been providing frequent professional encouragement, guidance and counselling to teachers through visits to schools as well as providing in-service training courses. In the light of the above, the objectives of the Standards and Assessment Programme during the FNDP are threefold, namely,

- a) To develop a comprehensive assessment system reflective of an outcome- and demand-based curriculum;
- b) To develop and revise monitoring instruments for all learning institutions and guidelines in line with the changing situations in the education system; and
- c) To ensure that statutory bodies such as National Teaching Council (NTC), National Qualifications Framework (NQF), National Qualifications Authority (NQA) and Higher Education Authority (HEA) are established and regulated.

Standards Officers will be crucial in monitoring the delivery and impact of the FNDP, particularly at district level. In particular, they will be responsible for measuring the overall quality of the system in terms of pedagogical delivery (teachers), management (heads and education boards), and assessment (examinations and continuous assessment). Defined performance benchmarks and evaluation frameworks will be developed in collaboration with the National Assessment Survey, Examinations Council of Zambia, and Education Board Services in order to establish minimum education standards.

To implement the Standards and Assessment Programme, the various sub-sectors will ensure that the quality of education delivery meets the targets of the education sector by monitoring learning achievement and acquiring appropriate productive and psycho-social skills by pupils and students. The programme also aims to support curriculum delivery in schools as well as school management. It will also coordinate its activities with those of the Teacher Education Programme, Curriculum Development Centre, Distance and Open Learning, Human Resources and Administration and Planning and Information programmes. This will be done by giving immediate feedback on what approaches are

working and where changes are needed to improve the delivery of the curriculum. The Programme will further assist in identifying areas that need curriculum and methodological reform.

In addition to the above, the Standards and Assessment Programme will provide advice, corrections and evaluations on education quality and ensure adherence to learning and teaching standards, guidelines and procedures in order to achieve high standards in the delivery of education at all levels. To this effect, schools will be made more conducive for innovative and productive learning as well as for care and support. Through this Programme, schools will be expected to align their operations to a set of performance benchmarks that focus of learning outcomes as well as implementation of assessment schemes that are outcome-based.

3.4 Teacher Education

Currently, the teacher education training functions and placement are spread among many departments of the Ministry of Education such as Standards and Curriculum Development, Teacher Education Department and Human Resources Department. This has made accountability difficult and implementation of teacher education programmes less effective. The slow process of putting new teachers on the payroll has also affected the system.

Currently, teacher education training does not meet the demand for teachers at various levels within the education delivery system. This problem is more acute at high school where, officially, teachers are expected to have a degree qualification in their teaching subjects but in practice only 12% of them possess this level of qualification. The majority have a diploma, either in primary or secondary education. More acute is the shortage of qualified teachers of mathematics and science. In high schools as of 2006, only 147 graduate teachers were qualified to teach mathematics, and only 120 qualified to teach science.

Currently, the degree courses in education are offered at the University of Zambia (UNZA) and at the new privately-owned Open University. It is noteworthy that the national output of graduate teachers is only half what is required at high school level to meet the demand. In addition to the Copperbelt University which is planning to begin offering a degree course for science teachers, the Government has decided to turn two colleges into university colleges. These are Nkhurumah Teacher Training College and Copperbelt Secondary Teacher Training College.

The objectives of Teacher Education Programme are as follows:

- a) To review and implement appropriate methodologies and technologies to strengthen the systems for initial teacher training, management and support;
- b) To expand the capacity of teacher education training (with particular focus at graduate teachers) through the public sector whilst providing incentives to private sector participation;
- c) To review and implement appropriate methodologies and technologies to strengthen the systems for continuous professional development, management and support; and
- d) To review and implement appropriate methodologies and technologies in the areas of delivery of services targeting Learners with Special Educational Needs (LSEN); guidance and Counselling Services to schools and institutions of higher learning; science and technology in learning institutions ; and the provision of Library Services to schools, communities and institutions of higher learning.

The Teacher Education Programme will ensure that teacher supply needs are met and regulated in line with the articulated strategic policy options and goals. The programme will upgrade the serving teachers in their pedagogical and content skills as often as possible in order to improve their individual performance and that of the system. The programme will also strengthen the provision of specialized services through established institutions mandated to provide such services.

In order to address the crucial shortage of qualified high school teachers, the Ministry will upgrade two of the existing institutions into university colleges to produce degree holders. The programme will also strengthen the provision of specialised services through established institutions.

3.5 Infrastructure Development

The objective of the Infrastructure Development Programme is to provide appropriate and sufficient infrastructure facilities and services, including rehabilitation and maintenance in order to improve equitable access to, and quality of, education. Infrastructure encompasses construction and renovation of classrooms and other educational facilities, teacher houses, provision of school furniture and equipment, and preventive maintenance measures. Programme activities will be implemented at all the sub-sector levels in the educational system. The programme will utilise various modalities and methods of cost effective construction and rehabilitation to ensure that teaching and learning takes place in a safe and healthy environment.

3.6 Distance Education and Open Learning

The objectives of the Programme on Distance Education and Open Learning are twofold, namely, (a) to expand access and participation in the provision of basic education through alternative modes of delivery using appropriate methodologies and technologies; and (b) to promote private sector participation. The programme will focus on the designing, developing and provision of quality learning and teaching materials. In terms of activities, distance education and other modes of open learning will be improved and expanded under the Programme in order to capture more of the out-of-school population using cost effective strategies. The Ministry of Education recognises the need for the development of a policy to promote mechanisms for the expansion of delivery and financing of open and distance learning. In addition, the introduction of ICT is seen as a priority in the same way as equipment and other teaching/learning materials. The Programme will also support and accelerate professional development of staff at various levels.

3.7 Research in Education

The objective of the Research in Education Programme is to strengthen research and innovation capabilities in private and public tertiary institutions. In terms of activities, the programme will focus on generating new knowledge through research for the promotion of national development. Basic research will be complemented by applied and action research as well as technical consultancy work to guide the design of projects, the monitoring of their implementation and the evaluation of their outcomes. Research and Development, especially in the fields of science and technology, is considered essential for the country's sustainable scientific and technological development.

3.8 Equity

The overall objective of the Equity Programme is to develop flexible and inclusive education system that provides mechanisms for increasing equitable access to quality basic education for all. Below are some of the main areas where equity considerations are to be addressed by MoE.

3.8.1 HIV and AIDS

Zambia, with around 12 million inhabitants and an annual population growth rate of 2.9 percent is among the Sub-Saharan African countries that are worst affected by the HIV and AIDS pandemic. The prevalence rate in Zambia is estimated at 16 percent among the most sexually active age group (15-49 years). About 1 million Zambians are presently carrying the HIV virus and of these, approximately 200,000 require anti-retroviral therapy (ART). It is estimated that 8 percent of boys and 17 percent of girls aged 15-24 are infected while 39 percent of children born from an infected mother contract the disease. The current profile of the HIV and AIDS pandemic in Zambia is as follows:

- a) There is an overall stabilisation of national HIV prevalence to 1994 levels after years of a consistently increasing trend;

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- b) Women are 1.4 times more likely to be HIV-infected than their male counterparts;
 - c) HIV prevalence levels differ from region to region with Northern Province recording 8 percent and Lusaka Province 22 percent. On average, urban areas have a higher prevalence rate (23 percent) than rural areas (11 percent);
 - d) Heterosexual contact currently account for about 80 percent of HIV transmission;
 - e) HIV and AIDS are said to be exacerbated by the country's high levels of poverty and inequalities between sexes. High-risk sexual practices and the high prevalence of sexually transmitted infections (STIs) further contribute to the high HIV and AIDS prevalence in the country.

In 1998, the Ministry of Education reported that 1,331 teachers died as a result of AIDS. Furthermore, studies have reported an HIV prevalence rate of up to 40 percent among teachers. Given the prevailing high rate of mortality and morbidity, the scarcity of human resources is further aggravated. According to a recent study, even if teachers' training colleges increased their production of teachers, the shortfall of teachers attributed to deaths from AIDS will not be met in the short to medium term. This projection does not even take into account expansions that are required under a universal education scheme.

Apart from schools being understaffed, the productivity of teachers has dropped in part as a result of absences due to illness. Productivity of infected teachers continues to threaten the realisation of the MDGs quality targets. Another related factor is an increase in the average time teachers take off work to attend funerals. Furthermore, even when teachers are present in class, they often suffer from high levels of stress attributed to trying to tackle the immense and complex social situations more and more students are faced with due to AIDS deaths in the family. Child morbidity has also lowered school attendance.

Against the above background, HIV and AIDS are limiting the realization of economic development and have the potential to continue diminishing the chances of alleviating poverty and hunger; of achieving universal basic education; of promoting gender equality; and of reducing child and maternal mortality. The pandemic is, therefore, one of the factors limiting achievement of the Millennium Development Goals (MDGs).

3.8.2 Gender in Education

According to the Population Census of 2000, there are more women than men in the country. However, due to a number of factors such as the low levels of education, limited access and control over resources of production, and the division of labour, women's participation in the development process has been impeded. These factors have been exacerbated by cultural norms and values which promote unequal power relations among men and women. According to the CSO report for 2002/2003, poverty among female-headed households stood at 58 percent compared to 43 percent among male headed households. In addition, the gender dimension of HIV and AIDS has exacerbated the problem of poverty among women.

One factor impeding gender equality in education which does not receive appropriate attention is the lack of safety of learners in institutions of learning, leading to sexual and other forms of abuse of children, particularly girls. There is an apparent wall of silence on the sexual abuse of female learners yet there are increasing reports in the media about children being abused in and out of school. The girl-friendly schools Initiative which the MoE implemented under the PAGE programme and the 'Go girls' Initiatives were aimed at making schools safer for children, but have not been mainstreamed or extended beyond basic schools.

It is noteworthy that illiteracy levels are higher among women at 75 percent compared to men at 65 percent. This is linked to the higher dropout rates and lower completion rates for girls compared to boys, the latter standing at 95.4 percent for boys compared to 75.1 percent for girls at primary school level. Factors leading to high dropout rates among girls include pregnancies, early marriages, poverty and HIV and AIDS. Consequently, the lower levels of education among women have led to their lower levels of participation in decision-making and economic development. In order to address some of the factors

leading to poor education, Government introduced the policy of allowing girls that become pregnant to return to school. Furthermore, under the policy of free basic education, scholarships have been extended to vulnerable girls, resulting in increased enrolment of girls.

The Government adopted the National Gender Policy in 2000 and launched in 2004 the Strategic Plan of Action (2004 to 2008). The National Gender Policy highlights a number of policy areas which include education. It takes into account the Convention on the Elimination of all forms of Discrimination Against Women (1979); the Beijing Declaration and Platform for Action (1995); the SADC Declaration on Gender and Development (1997); and the MDGs of 2000. The Vision of the FNDP for gender is: *Gender equality in the development process by 2030* while the goal is *to reduce gender imbalances and attain gender equality*. As part of the economic empowerment for women, the FNDP, with regard to the education sector, aims to put in place mechanism and facilities to encourage the retention of girls in the education system and to provide facilities in education institutions that are girl-friendly.

3.8.3 Children with special educational needs

The main objective of the Programme on Children with Special Educational Needs is to advocate the integration/inclusion of learners with special educational disabilities into the regular school system at all levels in order to enable them to acquire appropriate life skills and education. The learners include those who have physical and sensory impairments as well as those with learning difficulties, the gifted and talented, intellectually disabled/mental retardation and those with behavioural disorders. The Government recognises that these learners require special educational facilities over and above what mainstream schools offer.

3.8.4 School health and Nutrition

The aim of the School Health and Nutrition (SHN) Programme is to address, in a comprehensive manner, the health and nutrition problems of school children that influence their access to, participation in and outcome of the education process. Among the problems addressed are parasitic and other infections, environmental health, water and sanitation, nutrition, HIV/AIDS, violence and substance abuse. The programme is not limited to these but is expected to include issues as they arise taking into considerations local conditions.

The operation of the programme has been hampered by lack of a cohesive structure coordinating activities at national level, resulting in the fragmented implementation of the various components. The effect has been to reduce the overall efficiency and effectiveness of the programme. The protocols adopted under the SHN model, following the pilot phase, have not been adhered to in the expansion phases. The utilization of officers that have other core duties and perceive SHN as over and above their call of duty has greatly disadvantaged the programme. In this respect, the Ministry will publicise and raise the profile of the SHN Policy. Information flow through the system from the schools to the national level shall be made more predictable and consistent. In addition, in order to effectively measure the success of the Programme, it shall be evaluated during the FNDP period.

In the light of the above the programme in the FNDP will address the following objectives

- (a) Create a clear workable and sustainable SHN structure at all levels.
- (b) Mainstreaming of SHN programme at all levels.
- (c) Consolidate the SHN programme activities in the current areas of operation.
- (d) Revive the reporting system through SHN-EMIS.
- (e) Expand the programme to the remaining 4 provinces of Northern, North-western, Western and Luapula.
- (f) Expand programmatically to include other identified issues such as mental and eye health, chemical and other environmental hazards, etc.
- (g) Design and implement a robust monitoring and evaluation system.

Early Childhood Care, Development and Education

4.1 Situation analysis

The period of early childhood is between 0 to 6 years of age and is the time of greatest growth and development, when the brain develops most rapidly, a period when walking, talking, self-esteem, vision of the world and moral foundations are developed. Care, as an element of Early Childhood Care, Development and Education (ECCDE) refers to a set of practices and actions that are provided by caregivers (families, communities, services and institutions) in order to ensure the child's survival, growth and development. It is the sum of the requisite enabling environment that promotes intellectual, spiritual, and psychosocial development of the child. It incorporates the development of life skills in children, and involves care at home and outside home where different activities and practices are undertaken according to the different ages of children. It also includes the early detection of disabilities that may necessitate early intervention.

The Government of Zambia recognizes the importance of the early years of life as a foundation for human development and lifelong learning. From the perspective of the Ministry of Education, the ECCDE benefits include the following:

- a) *Impact on school achievement:* Children that are exposed to an effective ECCDE are better equipped for the demands of the school system, including proven record of improved academic achievement. Thus, ECCDE programmes enhance children's readiness for schooling.
- b) *Reduction of educational wastage:* ECCDE activities reduce the number of repeat cases and failure rates, thus, allowing the system to optimally apply its limited resources to more school children.
- c) ECCDE has strong gender implications as it enables women to work and participate in development activities while the children are being cared for. Moreover, to the extent that gender disparities and marginalization of girls start during early years, ECCDE programmes can reduce gender inequalities by providing a fair and equitable start to both girls and boys.

The 1977 Educational Reforms stated that the provision and funding of early childhood and pre-school education would be the responsibility of local councils, local communities, NGOs, private individuals and families. In view of the foregoing, the running of ECCDE institutions was largely left in the hands of private providers, NGOs and faith-based organizations (FBOs). Public involvement in the sub-sector was limited to pre-school teacher training (Ministry of Education), legislation of pre-schools and nurseries (Ministry of Local Government and Housing) and child health and nutrition for future mothers and children under five (Ministry of Health).

Since 2002, the enrolment of children in Grade one with pre-school or nursery experience has increased significantly although the numbers remain small in relation to overall enrolment. Nevertheless, the number of children increased from fewer than 37,000 in 2002 to over 90,000 in 2005. This represents an annual average increase of 26.7 percent. Government policy through the FNDP acknowledges ECCDE as one of the most effective strategies in poverty reduction as ECCDE greatly enhances the chances of children enrolling and remaining in primary schools. ECCDE is now lodged within the MoE. This has

provided the opportunity of integrating ECCDE within basic education provision. Up until now, provision of ECCDE has almost entirely been privately provided (and mostly middle class oriented) with the MoE seeing its role as largely regulatory. But now that the authority of provision of ECCDE has been granted to the Ministry of Education, the challenge will be to integrate it into the whole education system although actual provisioning many have to be primarily by non-governmental providers.

Currently, some of the major challenges in ECCDE sub-sector include fragmented curriculum; lack of coherent policy, standards monitoring and supervision; and confining of ECCDE to pre-schooling instead of offering a more comprehensive learning experience.

4.2 Main Policies and Reforms

In the light of the above, the first major priority of the Government is to develop a comprehensive ECCDE Policy that would take care of the following important aspects in service delivery at this level:

- a) Provide a system of guidelines and standards and a mechanism to put the rights and needs of all children at the centre of national development. At this level, the role of the Government in ECCDE direct involvement shall be maintained at the bearable minimum and shall largely be facilitative rather than direct provisioning. This shall entail the need for capacity building and empowerment of stakeholders through training and upgrading of knowledge and skills.
- b) Mobilise, advocate for, and empower all the stakeholders at different levels to enable them to fully support and participate in various ECCDE approaches. In this regard, the Government shall facilitate social mobilisation and advocacy with all stakeholders for effective participation in, and support of, the ECCDE programme focusing, in particular, on the inclusion of all children, especially children with special needs, OVC, girls, CSEN, and those infected with HIV/AIDS.
- c) Provide a legal structure where people from the grassroots to the national level will participate in the planning, monitoring and evaluation of the ECCDE programme and other related activities.
- d) Ensure that research, piloting of activities and documentation of best practices in ECCDE are done and that, on the basis of the findings, the ECCDE programme is improved and high quality services maintained.
- e) Explore the prospects of creating a Trust Fund to ensure a regular and permanent flow of funds for ECCDE services.
- f) Provide equitable access to ECCDE by ensuring that children in rural areas, particularly girls and OVCs, attend ECCDE.
- g) Ensure the protection of children in ECCDE institutions.
- h) Provide initial teacher education for pre-school teaching.
- i) Coordinate in-service training for Care Givers.
- j) Provide effective and efficient support to the school based CPD through Teachers Resource Centres.

4.3 Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to the ECCDE sub-sector.

Sub-Sector: ECCDE

Objective

To secure quantitative and qualitative improvements in ECCDE service delivery

Outcomes

1. A facilitative policy environment for ECCDE that enhances effective ECCDE service delivery
2. Effective and efficient planning and management capacity of ECCDE at all levels
3. Quality ECCDE programmes
4. Relevant ECCDE educational materials
5. Relevant ECCDE curriculum
6. Strong system of continuous professional development, management and support
7. Physical infrastructure that supports ECCDE
8. Equitable access to ECCDE facilities
9. Gender and HIV/AIDS mainstreamed in ECCDE activities
10. Highly qualified and competent teachers to handle ECCDE

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)								Lead Implementer	
		2006	2007	2008	2009	2010	2010	2010	2010		
1. Policy and Planning											
Develop a national ECCDE Policy	Functional Curriculum Development Policy in place by end of 2008										MoE Headquarters through outsourcing
1.1 Assess how best to improve the planning and management capacity of ECCDE at the headquarters and district levels	Assessment done by end of 2008										
2. Curriculum Development and Educational Materials											
2.1 Develop a curriculum framework covering ECCDE, Syllabi and a Caregivers Manual	The Framework developed by end of 2008										CDC through outsourcing services
2.2 Train facilitators and caregivers	facilitators and caregivers equipped with improved skills by 2009										MoE Headquarters
2.3 Develop /procure and distribute teaching materials for ECCDE	<ul style="list-style-type: none"> • Teachers' Guides and learners books introduced by 2009 • Teaching and learning materials for ECCDE developed by 2009 										MoE Headquarters

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)							Lead Implementer	
		2006	2007	2008	2009	2010				
2.4 Procure and distribute teaching and learning aids and ECCDE Special Education Equipment and materials	Technical support continuously extended to selected needy ECCDE centres									MoE Headquarters through outsourcing
2.5 Design monitoring and evaluation instruments for ECCDE that will serve as a comprehensive quality assessment tool	M&E tool developed by mid-2009									
3. Teacher and Care Givers Education										
3.1 Strengthen and consolidate the structure within MoE to coordinate, supervise, support and implement the provision of continuous professional development for ECCDE.	A Structure within MOE established by the end of 2008.									MoE Headquarters
4. Infrastructure Development										
4.1 Construct and rehabilitate ECCDE centres in selected regions and districts	ECCDE centres in selected areas constructed/ rehabilitated									MoE Headquarters providing policy guidance and communities/private sector delivering
5. Equity										
5.1 Provide subsidy to all OVC from needy families, as well as to children with physical and/or mental disability	A well functioning targeting mechanism developed and operationalised by beginning of 2009									MoE Headquarters
5.2 Ensure the integration of children with special educational needs, including OVC, in ECCDE programmes	Requirements of CSEN addressed									
5.3 Run ECCDE advocacy workshops countrywide to promote the participation of stakeholders (including the private sector) in ECCDE service provision	Non-governmental actors more involved in ECCDE provision									MoE Headquarters win collaboration with GID
5.4 Mainstream gender and HIV and AIDS in ECCDE activity, focusing on the special needs of the girl child.	Coordination mechanisms aimed at mitigating the impact of HIV/AIDS strengthened									
5.5 Develop strategies for providing increased access to ECCDE for rural children, girls and OVCs.	Increased access to ECCDE for marginalised children									MoE Headquarters through outsourcing
5.6 Train ECCDE instructors in gender and child protection	Increased child protection awareness									MoE Headquarters

5.1 Situation Analysis

The Basic Education sub-sector has benefited greatly from a significant increase in investment since the late 1990s, first under BESSIP and then followed by the MoESP. Some marked successes have been recorded in increasing access and participation. The number of schools offering basic education has increased from 5,324 in 2000 to a total of 7,256 in 2005. The breakdown by agency in the year 2005 was 4,442 GRZ schools, 2,129 Community Schools, 266 Grant-Aided and 419 Private/Church schools. The number of Community Schools has grown exponentially during the same period from 883 in 2000 to 2,129 in 2005. The number represents those schools that submitted the annual school census forms and it is estimated that the actual number is far higher at well over 3,000 schools.

Enrolment in Grades 1-7 and Grades 8-9 has increased at an average of 9 percent annually since 2000 with enrolment in Grades 1-9 reaching 2,852,370 in 2005. Community schools accounted for over 358,000 pupils enrolled, which represents 12.6 percent of the total. Gross enrolment ratios (GER) for Grades 1-9 went up from 75.1 in 2000 to 119.1 in 2005. Net enrolment ratios (NER) increased from 68.1 in 2000 to 93.5 in 2005. A part of the overall increase in enrolment has been due to the significant increase in the number of community schools during the same period. Despite these gains, however, there still exists a disparity between male and female pupils, with girls representing a GER of 102.7 in 2005 against 108.4 for boys. The disparity is even greater for completion rates of grade 7 of 65.8 and 78.3 in 2005.

The Ministry has made significant inroads in increasing school places for orphans and vulnerable children (OVC). In 2000, it was estimated that there were 560,000 out-of-school children in the age bracket of 7 to 13. This represented 29 percent of the population. By 2005, the number had decreased to just over 67,000, representing 3.1 percent of the population. Likewise, the enrolment of orphans in basic schools increased from 11.1 percent of the total enrolment in 2002 to 20.7 percent in 2005. The role of the Community Schools cannot be underestimated in addressing the increases in access to these groups.

While the Ministry has addressed competently the issue of access and participation, there are still serious challenges in the area of quality and, specifically, learning achievement. The recruitment and deployment of teachers has not kept pace with the increases in enrolment. As a result, pupil-teacher ratios (PTR) have increased over the years. In 2005, the PTR was 80.6 for Grades 1-4 (based on double shifting), 37.4 for Grades 5-7 and in Grades 8-9 the PTR was 32.3. It should be noted that there are huge disparities across the regions. Learning achievement has remained low and there have only been marginal increases in the overall scores measured through the National Assessments carried out since 1999. In regional comparisons, the learning achievement in Zambia is the lowest of all countries in the sub-region.

During BESSIP and the MoESP, the major outputs included the construction and renovation of new classrooms totalling over 4,000 in the period from 2003-2005; the training and deployment of a significant number of teachers; and a marked increase in the number of teachers attending in-service training. The procurement of textbooks and other materials also increased and the Ministry put in place a decentralised textbook procurement system. Furthermore, the curriculum for the basic school level was re-conceptualised in order to make it more relevant to the needs of the learners and society. Finally,

schools were given direct grants to use at their discretion to improve the learning and teaching environment.

Numerous challenges still remain at the basic education level. The major ones include the need to drastically raising the learning achievement in key subject areas; shifting of more qualified teachers to teaching the foundation years (Grades 1 to 2); improving the quality, relevance and delivery of the curriculum; and provision of more teaching and learning materials to match increased enrolment. Others challenges include increasing access to vulnerable children; improving the retention rate for girls and ensuring that they complete the education system and actually benefit from it; and increasing school places for the 7- year old age group.

5.2 Main Policies and Reforms

During the FNDP, the MoE will focus on the following areas:

- a) Development and application of effective teacher assessment and inspection systems that would entail, inter alia, the enhancement of inspections of basic schools; design and application of an effective standards assurance system that monitors teacher performance; and securing qualitative and quantitative stability in the supply of well-motivated, satisfied and healthy teachers.
- b) Ensure that All 7 year olds are admitted in school in 2008.
- c) Shift more qualified and experienced teachers to teaching the foundation years (Grades 1 to 2).
- d) Provide more gender neutral teaching and learning materials to match the increased enrolment.
- e) Increase access to vulnerable children through the provision of targeted bursary scheme.
- f) Improve the retention rate for girls and ensure that they complete the education system.
- g) Gradually eliminate double-shifting of teachers at grades 1-4.
- h) Construct more school places whilst in the interim retain the classroom double-shifting because of the country's limited construction capacity.
- i) Encourage community participation in infrastructure provision so as to attain low cost in school construction.
- j) Develop more equitable resource allocation criteria for school grants.
- k) Abolish grade 7 national examination by 2010 and add the component to NAS for monitoring learning achievement at this level.
- l) Gradually increase the grant allocation to community schools in proportion to the public schools.
- m) Develop coordinated library services and management.
- n) Increase on teacher output especially at Grade 8 and 9 level (Upper Basic)
- o) Improve teacher qualification through Teacher Education Reform Programme
- m) Provide a school environment where learners' rights are protected and their safety assured.
- n) Increase the number of female teachers in rural schools.
- o) Provide gender training and sensitisation for teachers and school managers.

5.3 Activities Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to Basic Education sub-sector.

OPERATIONAL TIMEFRAME(2006-2010)

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)					Lead Implementer
		2006	2007	2008	2009	2010	
2. Educational Materials							
2.1 Review the MoE educational materials production with an eye on decentralized processes and private sector entry through outsourcing	Review completed by end of 2008 and materials procured and distributed more effectively thereafter						MoE Headquarters through outsourcing
2.2 Review the MoE procurement systems with an eye on streamlining processes and private sector entry through outsourcing	Review completed by end of 2008 and recommendations applied thereafter						
2.3 Design, develop and review specialized materials and assessment tools for CSEN							
2.4 Develop Teaching, Learning and IEC materials on gender issues that include sexuality, reproductive health and child protection.	Gender neutral educational materials developed by end of 2008						
2.5 Subject all textbooks to gender analysis using the ABC of Gender Analysis Tool and the required revisions addressed.	All textbooks subjected to gender analysis by early 2009						MoE Headquarters
3. Standards and Assessment							
3.1 Develop an assessment system, including methods of continuous assessment and examinations	Teacher performance strengthened						MoE Headquarters, commissioning to consultants
3.2 Enhance basic school inspections							MoE Headquarters
4. Infrastructure Development							
4.1 Review the MoE infrastructure development procedures with an eye on improving national capacity to construct more structures through, inter alia, partnerships with private sector and communities	The Review completed by end of 2008						
4.2 Assess the level of school rehabilitation required	All needs assessments and mapping exercises undertaken and completed by mid-2008						MoE Headquarters (through outsourcing) in liaison with District Education Offices
4.3 Conduct school mapping exercise to establish new locations that require additional schools							
4.4 Conduct needs assessment to establish the number of additional upper basic schools and their special requirements							

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)							Lead Implementer	
		2006	2007	2008	2009	2010				
4.5 Conduct needs assessment to establish the number of schools that require staff houses especially in rural areas										
4.6 Construct new schools (including specialised classrooms and attending to CSEN needs)	New schools and specialized classrooms constructed annually : Target by 2010: 9,300 classrooms for grades 1-9 (basic)									
4.7 Construct additional upper basic schools										
4.8 Construct a National Special Education Resource Centre for CSEN	Resource Centre Constructed									MoE Headquarters through outsourcing
4.9 Construct and equip Zone Resource Centres										
4.10 Provide staff houses where there are required	Teachers houses constructed									
4.11 Provide toilet and sink borehole in all the school that are in need of these	Bore holes sunk and toilets constructed									
4.12 Rehabilitate and maintain existing infrastructure	School infrastructure rehabilitated and maintained yearly									
5. Teacher Training, Supply and Management										
5.1 Attain quantitative improvements in teacher supply										
5.1.1 Recruit sufficient teachers to meet the FNDP and MDGs quantitative and qualitative targets	Fill 80% of required posts by 2010 and 100% by 2015									MoE Headquarters
5.1.2 Expand learning facilities for trainee teachers at teacher training colleges and UNZA										Colleges and UNZA

Activities	Target/ Outputs	OPERATIONAL TIMEFRAME(2006-2010)					Main Implementin g Agency
		2006	2007	2008	2009	2010	
5.1.3 Expand enrolment of student teachers at colleges and UNZA							Colleges and UNZA
5.1.4 Expand Distance Teacher Education programme							Colleges
5.1.5 Mobilise more resources from the private sector and Cooperating partners for teacher training programmes							
5.1.6 Facilitate diversified training that include distance learning courses and part time courses							MoE Headquarters
5.1.7 Provide incentives for the deployment of more women in rural areas							
5.2 Improve the quality of teacher management							
5.2.1 Establish an Oversight body on quality control and quantitative improvements in teacher supply	Teacher training programmes that respond to Zambia's development requirements significantly expanded by 2010						
5.2.2 Design and implement Performance Management System for teachers at different levels							MoE Headquarters
5.2.3 Ensure that teacher training curricula respond to national development challenges							
5.2.4 Monitor teacher training programmes to ensure that they are responsive to emerging developmental issues							
5.2.5 Introduce e-governance in teacher management							MoE Headquarters & Schools
5.2.6 Develop an effective training programme in all aspects of DOL							
5.3 Improve the motivation of teachers							

Activities	Target/ Outputs	OPERATIONAL TIMEFRAME(2006-2010)					Main Implementin g Agency
		2006	2007	2008	2009	2010	
		<p>5.3.1 Develop a framework that ensures that teachers/trainers at all levels develop professionally</p> <p>5.3.2 Develop a clear career structure for teachers</p> <p>5.3.3 Have in place a co-ordinated In-service (INSET) / Continuing Professional Development</p> <p>5.3.4 Establish a national system of accreditation of providers and courses/certificates</p> <p>5.3.5 Develop an improved system of registration for teachers</p> <p>5.3.6 Improve efficiency in the processing of teachers' emoluments and benefits</p> <p>5.3.7 Establish a database for In-service Development (CPD).</p>	<p>Motivated and satisfied teachers in the teaching service by 2010</p>				
<p>Database established by beginning of 2009</p>							MoE Headquarters
5.4 Reduced incidence of HIV and AIDS among teachers							
5.4.1 Include HIV and AIDS in teacher curriculum	HIV and AIDS prevalence levels among teachers reduced significantly by 2010						MoE Headquarters/DC
5.4.2 Intensify HIV and AIDS messages among trainee teachers							Colleges
5.4.3 Facilitation of counselling facilities in all teacher training institutions							
5.5 Improved teachers' knowledge of gender issues							
5.5.1 Provide gender training for teachers	Teacher knowledge of gender issues enhanced						MoE Headquarters
5.5.2 Develop gender curricula and materials for Teacher Training							
5.5.3 Train teachers in gender sensitive teaching methodology.							

Activities	Target/ Outputs	OPERATIONAL TIMEFRAME(2006-2010)					Main Implementing Agency
		2006	2007	2008	2009	2010	
5.6 Diversify the types of service providers							
5.6.1 Put in place a diversified system of managing and financing teacher education	Private sector and community involvement in the provision/ funding of teacher training significantly increased by 2010						
5.6.2 Mobilise more resources from the private sector and communities for teacher education							
5.6.3 Provide incentives for private sector entry into teacher training support/provision							
Identify potential private sector organisations and enter into agreements with them on Open and Distance Learning (ODL) provision	4 organisations identified and agreement signed with them by mid-2008						MoE Headquarters Provincial Offices District Offices
6. Equity							
6.1 Sensitize School catchment areas on the importance of Girl child Education	Equitable access to school facilities enhanced by 2010						Provincial Offices District Offices
6.2 Evaluate the School Health and Nutrition (SHN) Programme							
6.3 Initiate the procurement and supply of food and micro nutrients to supplement the diets of needy school children							MoE Headquarters
6.4 Undertake needs assessment for identifying OVCs in need of bursary support	Well-targeted and sustainable bursaries programme available to need children by 2010						MoE Headquarters, commissioning to consultants
6.5 Provide bursary to identified Girls and OVC							MoE Headquarters
6.6 Design gender and HIV and AIDS programmes for schools	HIV and gender mainstreamed in all basic education activities						MoE Headquarters/CDC
6.7 Sensitize school catchment areas about HIV/AIDS and the availability of free ARVs							MoE Headquarters Provincial & District Offices
6.8 Equip teachers with relevant skills to deal with HIV and AIDS at school level	Healthy school children by 2010						MoE Headquarters
6.9 Carry out school feeding programmes in needy districts							MoE Headquarters and Schools Schools
6.10 Conduct programmes for de-worming school children	Improved gender awareness among pupils and teacher in all schools.						
6.11 Provide gender training for teachers to promote gender sensitive teaching and learning							
6.12 Sensitize teachers and pupils on child abuse and gender issues							MoE Headquarters and Schools

Literacy Education

6.1 Situation Analysis

Literacy Education (as opposed to the early literacy acquired in school by children) is popularly known as adult literacy. Literacy today is recognized as a critical instrument in the eradication of poverty and, hence, its inclusion as one of the Millennium Development Goals (MDGS) and its prominence in the Fifth National Development Plan (FNDP). The latest information on literacy in Zambia indicates that the national literacy rate of the age group 15-24 years old in 2003 was 70 percent, with 66 percent of females in the population of the same age group being literate as compared to 76 percent of males. In terms of distribution, there are provinces that deserve more attention because they have higher levels of illiteracy than the rest.

Literacy programmes in Zambia began in 1965 in the Ministry of Community Development and Social Services (MCDSS). Three other Line Ministries offered literacy education, namely, Ministry of Education, Ministry of Sport, Youth and Child Development, and Ministry of Local Government and Housing. In 2004, the government mandated the Ministry of Education to co-ordinate the overall policy development and provision of literacy education with all stakeholders in the country. Since the Ministry of Education took the new responsibility for literacy education, there have only been preparatory activities, which have included initial developments of a literacy policy. In addition, MoE has developed the institutional framework within the Ministry under which the co-ordination of literacy education will be done.

The challenges facing the provision of literacy education include the absence of a comprehensive national policy; need for a greater Government commitment in terms of more resources; and the development of institutional structures and mechanisms to facilitate the development of a co-ordinated, coherent and sustainable programme.

6.2 Main Policies and Reforms

The immediate focus of the sub-sector during the FNDP is policy development, clarifying the roles of the public sector and civil society in literacy education delivery. The government shall play a leading role in facilitating the right to adult literacy. It will play an important role in advocacy, developing standards, quality assurance, monitoring and evaluation. In addition, the Government shall facilitate the establishment of centres in selected areas especially in districts with high levels of illiteracy.

Skills Training, is currently very poor despite the fact that a lot of children leave school at grades 7 and 9. Considering the diversity of local knowledge and talent, the MoE shall facilitate, with the involvement of the private sector and communities, the harnessing of such skills for the material benefit of out-of-school youth and adults. Stronger linkages with TEVET shall be nurtured in areas such as curriculum development, quality assurance, and capacity building.

In the light of the above, the Literacy Education sub-sector shall focus on the following during the FNDP period:

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- a) Provide literacy and functional literacy education to functionally illiterate adults and youths, focusing more on skills development.
 - b) Reduce illiteracy and poverty through the provision of income generation skills aimed at self employment and job creation.
 - c) Provide productive occupational and managerial skills for the purpose of promoting and enhancing efficiency of high quality work.
 - d) Sustain environmental and social conditions, which enhance the quality of life, produce responsible citizenship and an ordered society.
 - e) Enhance self-reliance and self-sufficiency at individual and at national levels so as to reflect the country's cultural heritage and national aspiration.
 - f) Promote creativity in the provision of life skills so as to enhance full participation in societal development.
 - g) Guarantee healthy living and the reduction of mortality rate among the Zambian people through the provision of programmes that address primary health care delivery system, eradication of diseases and the creation of awareness about HIV and AIDS.
 - h) Develop and provide library services so as to promote a reading culture.
 - i) Provide specialised literacy programmes to the blind and deaf adults.
 - j) Provide gender education to literacy learners and instructors.
 - k) Review literacy curricula to include citizenship, education and healthy life styles.
 - l) Develop specific literacy programmes for youths, particularly female youths, to address, maternal and child mortality, malnutrition, HIV prevention, family planning and risky behaviour and reduce intergenerational transmission of poverty.
 - m) Provide equitable access to literacy education by targeting women and rural communities.

To effectively implement these policy choices, the MoE shall facilitate policy clarity regarding public-private partnerships in the provision of literacy education. A high premium shall be placed on the enhancement of collaboration with NGOs and the targeted communities themselves.

6.3 Activities Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to Literacy Education sub-sector.

Sub-Sector: Literacy Education

Objective

To secure quantitative and qualitative improvements in Literacy Education service delivery

Outcomes

1. A facilitative and conducive environment for curriculum development
2. Relevant educational materials
3. A strengthened systems for continuous professional development, management and support
4. Expanded literacy education
5. Effective interventions on HIV and AIDS and SHN
6. Gender balanced literacy provision

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)					Lead Implementer
		2006	2007	2008	2009	2010	
1. Curriculum Development and Educational Materials							
1.1 Develop a national policy on literacy education	Policy developed by end 2008						
1.2 Review, improve and engender literacy teaching and learning materials	Quality of literacy teaching and learning materials reviewed and improved and engendered by end of 2008						MoE Headquarters through outsourcing
2. Skills Training							
2.1 Provide income generation skills training in liaison with TEVET	Income generation skills training in place						MoE Headquarters & TEVET
3. Teacher Education							
3.1 Strengthen and consolidate MoE structure that will implement the provision of continuous professional development for literacy education providers	Well articulated Master Plan on School Based CPD that stakeholders can invest into.						MoE Headquarters
Rehabilitation of TRCs as Learning/ Information Centres for professional development and Life long learning	A TRC that supports the continuous professional development of the teachers						
3.2 Offer training and re-training programmes for literacy providers	Develop and offer continuous training and re-training programmes						
4. Distance Education and Open Learning							
4.1 Develop an effective training programme in all aspects of ODL and ensure that it is integrated into the basic school, high school and tertiary level education	An integrated training programme in place						
4.2 Set up a structure within MoE Headquarters to design monitoring guidelines and monitor standards of all distance education providers	Structure in place by mid-2008						MoE Headquarters in collaboration with other line ministries
4.3 Develop a structure to coordinate the participation and provision of alternative modes of literacy education	Alternative modes of literacy education well coordinated						
4.4 Establish adult literacy centres in selected regions	Centres established						

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)									Lead Implementer		
		2006	2007	2008	2009	2010							
5. Equity													
5.1 Undertake a national needs assessment survey on the status of literacy level	Needs assessment undertaken by end 2008												
5.2 Develop strategies for the provision of increased and equitable access to literacy education particularly for women and rural youths	Literacy education services expanded and equitably provided												
5.3 Conduct National Mass Literacy campaign programme	National Mass Literacy campaign intensified												
5.4 Create links with formal education programmes in order to share existing infrastructure and expertise (classrooms, resource centres, and teachers)	Collaborative arrangements in place												
5.5 Train literacy teachers in gender and human rights, including gender based violence	Improved gender/Human Rights knowledge among literacy teachers												
5.6 Develop gender sensitive literacy curricula and education materials on risky behaviour, reproductive health, HIV/AIDS prevention	Literacy learners/teachers with life skills knowledge												
													MoE Headquarters through outsourcing and collaboration with communities
													MoE Headquarters

High School Education

7.1 Situation analysis

The high school education sub-sector (Grades 10 to 12) had remained stagnant from the 1970s to the end of the 1990s. During this period, no new infrastructure was completed and enrolments only marginally increased. Since 2000, there has been a marked improvement in terms of access and participation. Two new high schools have been constructed in Eastern province and the number of high schools has increased greatly due to the upgrading of basic schools to high schools from a total of 271 in 2000 to 355 in 2005. Consequently, there has been a steady increase in student enrolment over the same period, averaging 10 percent per year with a total enrolment in 2005 of over 182,000, up from 103,000 in 2000. While these increases may seem substantial, they have not kept pace with the even larger increases from upper basic level. Consequently, the transition rate from grade 9 to 10 has actually worsened from 42.1 percent in 2001 to 40.4 percent in 2005.

Completion rates for Grade 12 have improved from 11.9 percent in 2000 to 17.7 percent in 2005. In addition, repetition rates and the number of drop outs have remained relatively constant during the same period. In spite of these gains, the high school sub-sector is still facing significant gender disparities in all key indicators. The Gender Parity Index in 2005 stood at 0.81, up marginally from 0.75 in the year 2000. Moreover, the quality of high school education has not improved at the same pace as the increases in access. Pupil/teacher ratios have increased from 10.9 in 2000 to 21.8 in 2005. In addition, many of the teachers in this sub-sector are only qualified to teach at upper basic level. The situation in educational materials is also deplorable with schools lacking textbooks, up-to-date libraries, laboratory equipment and other teaching materials.

The low investment in high school education principally explains the low figures of examination pass rates for Grade 12, which has been decreasing since 2000 to just under 60% in 2005. There has been a significant drop in the cases of examination malpractices over the years and this will at least verify that the results of the examinations are valid and a better indication of the aptitudes of the students.

The improvements in the high school sub-sector that have been achieved under the Sector Plan can be attributed to increased funding through grants directly to the schools; renovation and construction of high school infrastructure; and increased funding for educational materials. The challenges still facing the high school sub-sector include increase in school places through infrastructure investment; training and deployment of qualified teachers; revision of the curriculum; and significant investments in teaching and learning materials.

7.2 Main Policies and Reforms

The Government's overall policy for High School Education during FNDP shall focus on the following:

- a) Improvement of access to high school education.
- b) Ensuring that the quality of high school education is at acceptable level to meet the national aspirations.
- c) Developing an efficient high school education system.
- d) Ensuring gender equity and parity within the high school education system.
- e) Mainstreaming gender, HIV and AIDS awareness in the high school education system.
- f) Ensuring that teacher development needs are attended to.

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- f) Engender the teaching and learning processes through the promotion of gender sensitive curricula, teaching and learning materials and methodology.
 - g) Provide equitable learner access to Science, Mathematics and Technology (SMT) subjects.
 - h) Provide a school environment where learners' rights are protected and their safety assured.

In realising these policy goals, the MoE shall, during the initial period, focus more on redressing the low quality of the system through consolidation, rationalisation and efficiency improvements. It will also focus on school infrastructure by constructing additional schools. It will also pay particular attention on addressing the current shortage of mathematics and science teachers. As part of this policy, the MoE will devise a strategy to recruit no less than 90 percent graduate teachers from the public universities by 2010. In addition, the MoE shall focus on the following:

- a) Increase the flow of resource to the sector.
- b) Improve the bursary scheme by making it more comprehensive and transparent.
- c) Improve the retention of girls through the creation of support systems for those returning to school after pregnancy.
- d) Develop partnerships and well coordinated collaboration with civil society and the private sector in the implementation of gender interventions in schools.
- e) Develop an effective targeting mechanism for bursary scheme for the needy children.
- f) Encourage private participation in the establishment of high schools by creating a supportive environment.
- g) Develop a more equitable resource allocation criterion for the school grants.
- h) Establish linkages with technical and vocational training.
- i) Develop learning assessment comparable with international standard.
- j) Improve the provision of library services and management.
- k) Provide Guidance and Counselling services to teachers, learners and care givers.
- l) Provide Special Education services to teachers, CSEN and care givers.
- m) Strengthen and consolidate the structure within MoE that will co-ordinate, supervise, support and implement the provision of Continuous Professional Development.

7.3 Activities Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to the High School sub-sector.

Sub-Sector: High School Education

Objective

To secure quantitative and qualitative improvements in High School education service delivery

Outcomes

1. A comprehensive and diversified curriculum that prepares students for higher learning or vocational training in place
2. Relevant educational materials
3. Teachers' qualifications upgraded
4. Specialized Services in teacher education provided efficiently and effectively
5. Equitable access to and quality of education through infrastructure development and provision
6. Expanded access and participation in the provision of basic education
7. Equitable education access and participation for girls, OVCs and CSEN
8. Impact of HIV and AIDS and other social and health related challenges reduced or mitigated
9. Enhanced private sector participation in the provision of ODL

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)							Lead Implementer	
		2006	2007	2008	2009	2010				
1. Curriculum Development										
1.1 Develop a high school curriculum and syllabus for Grades 10-12 that prepares students for higher learning or vocational training	Curriculum developed by 2009									CDC and outsourcing
1.2 Evaluate, develop, produce and distribute relevant teaching/ learning materials in a timely manner	Materials efficiently distributed annually									MoE Headquarters
2. Standards and Assessment										
2.1 Develop an evaluation and assessment system for grades 10 – 12	<ul style="list-style-type: none"> •System in place by mid-2008 •Books and other learning materials evaluated Standards visits carried out (every teacher monitored twice a year).									MoE Headquarters
2.2 Monitor learning performance through increased standards visits										
3. Educational Materials										
3.1 Develop Teaching, Learning and IEC materials on gender that include sexuality, reproductive health and child protection	Gender neutral educational materials developed by first quarter of 2008									MoE headquarters and outsourcing
3.2 Review the production and procurement of educational materials process	Materials procured and distributed more effectively from mid-2008									
4. Teacher Education										
4.1 Upgrade teachers' qualifications through strengthening continuous professional development (CPD), management and support	An effective CPD system in place by end of 2008									MoE Headquarters and outsourcing

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)						Lead Implementer
		2006	2007	2008	2009	2010		
4.2 Strengthen and consolidate the structure within MoE that will coordinate, supervise, support and implement the provision of continuous professional development to literacy education providers	Well articulated Master Plan on School Based CPD that stakeholders can invest into.							
4.3 Improve teacher performance through school-based CPD supported by TRCs as learning centres	Motivated reflective practitioners							
4.4 Review and implement appropriate methodologies and technologies for teachers' professional development	Methodologies developed and in place by mid 2008							
4.5 Periodically carry out a needs assessment for CPD training for high school teachers	Needs assessment completed by mid-2008							
4.6 Design and implement CPD activities in practical, scientific and technological disciplines	Teachers trained by 2010							
4.7 Design and implement CPD activities in vocational skills programmes	Teachers trained in the disciplines by 2010							
4.8 Construct additional science centres in provinces and Design and develop science learning /teaching materials for basic and high schools	# of science centres increased and Improved science and technology teaching by 2010							
4.9 Develop Guidance and counselling materials and Services to schools and colleges	# of teachers trained in Careers guidance and enhanced methodologies of G&C in colleges							MoE Headquarters and outsourcing
4.10 Provide library services and management in schools and colleges	Improved library services in schools and colleges							
4.11 Identify needs in specialised services for INSET training for high school teachers	Specialised services requirements for INSET training identified by mid 2009							
4.12 Provide gender training for teachers	Teacher knowledge of gender issues enhanced							
4.13 Develop gender curricula and materials for Teacher Training								
4.14 Train teachers in gender sensitive teaching methodology								
5. Infrastructure Development								
5.1 Develop designs in infrastructure for low cost day-schools with weekly boarding facilities for selected regions	Boarding facilities built							
5.2 Provide sufficient classrooms and other facilities in line with the expanding enrolment	Classrooms and other facilities built							
5.3 Provide and maintain water and sanitation facilities while being sensitive to equitable access for girls and CSEN	Water and sanitation facilities built							MoE Headquarters through community

																					involvement and outsourcing
5.4 Construct and rehabilitate boarding and technical high schools			Boarding and technical high schools built																		MoE
5.5 Construct and rehabilitate Schools for Continuing Education (Skills Training Centres)			Number of schools built																		Headquarters through outsourcing
5.6 Provide staff housing with emphasis on rural schools			Number of houses built																		Headquarters through outsourcing
6. Distance Education and Open Learning																					
6.1 Identify and utilise appropriate methodologies and technologies for facilitating distance and open learning			Appropriate methodologies and technologies in place by end of 2008																		MoE
6.2 Design e-learning strategies in provision of Open and Distance Learning (ODL)			e-learning strategies developed by 2009																		Headquarters through outsourcing
6.3 Evaluate ODL materials for high schools			ODL materials evaluated by end 2008																		Headquarters through outsourcing
6.4 Design guidelines for open secondary, APU and evening classes			Guidelines developed by end of 2008																		
6.5 Develop the institutional framework for private sector participation in ODL through the development of guidelines and the identification of			Institutional framework in place by end of 2008																		MoE
6.6 Develop guidelines and prototype agreements to facilitate private sector participation and provision of ODL			Organisations identified and agreements entered into by end of 2008																		Headquarters through outsourcing
7. Equity																					
7.1 Undertake an assessment on the required activities for supporting girls, OVC and CSEN			Assessment undertaken by end of 2008																		MoE
7.2 Develop national strategies and action plans to mainstream HIV/AIDS and SHN activities in all high schools			Strategy in place by 2009																		Headquarters through outsourcing
7.3 Provide bursaries to girls, OVC, and CSEN			Targeted students receive bursaries																		
7.4 Equip teachers and students with adequate and relevant information about HIV/AIDS through the procurement of HIV/AIDS materials and extension of INSET training to teachers in the use of the materials			<ul style="list-style-type: none"> Activities implemented by 2010 Number of materials procured Teachers receiving training 																		MoE
7.5 Provide interventions on HIV and AIDS and School Health and Nutrition (SHN)			Quality of interventions improved by 2010																		Headquarters and institutions
7.6 Develop and implement an advocacy strategy for attaining gender equity			Advocacy strategy developed and having positive effect on gender awareness among pupils and																		MoE

	teachers												Headquarters through outsourcing
7.7 Develop a gender policy for the MoE and provide evidence based interventions to address gender inequity.	Gender policy for MoE in place by end of 2008												
7.8 Develop a comprehensive implementation strategy for gender issues at all MoE levels.	Gender implementation framework in place by mid 2009												

Tertiary Education: Teacher Training

8.1 Situation Analysis

8.1.1 Overview

Aspects of quantitative and qualitative improvements in teacher supply and management are at the core of this sub-sector. At the *quantitative level*, it is noteworthy that teacher training has expanded although the demand for teachers still exceeds supply. Teacher education has benefited from the programmes and interventions under BESSIP and MoESP from 2000. At present, there are 14 Teacher Training Colleges out of which 12 cater for the training of teachers for basic schools and the other two train teachers for upper basic education (grades 8-9). The University of Zambia provides training for high school teachers (grades 10-12). The Natural Resources Development College also provides teachers for agricultural science, while the Evelyn College for Applied Arts supplies teachers for Art and Music.

The total number of students enrolled in teacher training colleges was 12,810 in 2005 compared with 8,763 in 2004 representing 46.2 percent rise in student enrolments. Of the 12,810 students enrolled in teacher training colleges, 5,632 (54 percent) were males while 7,178 (46 percent) were female student teachers. This indicates that interventions were successful and have gone beyond the set target of 25 percent of places reserved for females. The output of trained teachers for basic schools on an annual basis is roughly 5,000 from the Ministry Colleges of Education. In 2005, there were 496 lecturers from the teacher training colleges, out of which 113 were female lecturers representing 22.7 percent of the total staffing levels.

Under BESSIP, there were initiatives to increase teacher output and, consequently, the Zambia Teacher Education Course (ZATEC) at basic education level was implemented in order to meet the increased demand for more teachers. From 2000 to 2005, teacher output under the ZATEC programme doubled. In a bid to upgrade teachers with certificates and diplomas, some continuing professional development programmes have been introduced, such as the Primary Teachers' Diploma by Distance Learning, along with the existing distance learning programmes at both UNZA and secondary colleges.

At the *qualitative level*, the government recognizes that without sufficient and well-motivated teachers, most of the FNDP 'quality targets' would be difficult to achieve. The current absence of a clear career structure has generally de-motivated the average teacher at different levels of the education system. Another challenge that has qualitative implications for the education sector regards the general inadequacies in governance, the quality of programmes, cost-effectiveness, and teachers' working conditions. The current absence of a clear career structure and its consequences has continued to affect the attractiveness of the teaching profession in the country and principally explains the high attrition rates. Improving the conditions of service for teachers has been made the more urgent than before in the light of the consequence of one of the priority goals for the sector, namely, increasing access and quality for basic education, as it can only be met with increased supply - and retention - of teachers. The quality goal of reducing student teacher ratios also entails the need to train more teachers to attain the Government's target. The associated goal of raising the level of teacher qualifications has a direct effect on demand for teacher education and it is in this context that there is added justification for increased Government subvention to the education sector as reflected in the FNDP. It is noteworthy that the qualitative and quantitative impact of HIV and AIDS on teachers has been estimated to be quite high. The rising death rate among teachers still means that additional teachers will have to be trained to meet the sectoral projections especially in the light of the anticipated increases in student numbers resulting from EFA and MDGs.

The major challenges facing teacher education currently include inferior quality of the newly trained teachers under ZATEC; inadequate and poor staff accommodation; insufficient teaching/learning materials and information communication technology (ICT); and high attrition rate of lecturers due to HIV and AIDS. Moreover, the low graduate level teacher output for the high school sub-sector falls far short of the country's requirements in all subject areas. The case of bottlenecks on teacher supply and management is worth focusing upon (below)

8.1.2 Challenges on Teacher Supply and Management

The first key challenge in teacher supply is *the mismatch between teacher supply and projected needs*, both in the total number and in the composition (qualification profile) of the teachers. First, with the target of abolishing teacher double-shifting at lower basic, and the expansion of the system particularly at upper basic and high school level, the MoE has been recruiting more teachers than are trained, and is rapidly absorbing the pool of unemployed teachers. Second, there are shortages of teachers qualified for the upper levels of schooling. Only 12% of the teachers at high school have the required qualification of a degree. In upper basic schools, there is one teacher with a diploma for every 47 students (which would result in average class sizes over 80, as each teacher teaches only 21 periods per week).

Third, Current output of teachers is not well matched to the projected needs of the sector. At lower basic level, pre-service training courses produce almost 9% of the current teacher numbers each year. At high school level, where the greatest expansion is expected, the pre-service training courses produce only 5.4% of the current teacher numbers. Fourth, there is a particular shortage of mathematics and science teachers. Only 10% of the graduate teachers in high schools are qualified to teach science – less than half the number qualified to teach English. Many of the basic schools have no qualified mathematics or science teachers, although both are compulsory subjects at upper basic level.

To address these issues, MoE has already upgraded two teacher training colleges to produce upper basic and high school teachers. In addition, MoE will seek to put the following measures in place:

- a) To expand training capacities at existing teacher training colleges, and to expand the utilization of distance learning to produce more certificate teachers for lower to middle basic education, with the target of producing, on average, 6,400 graduates per year during the next decade.
- b) Collaborate with universities (including the open university), and to expand training capacities to produce more graduates for upper basic school and high school teachers with the target of producing 1,200 secondary diploma and 700 degree teachers per year on average during the next decade.
- c) As a transitional measure, consider strengthening the secondary education diploma course to prepare trainees to teach at high school level.
- d) Review and revamp the current teacher upgrading process to ensure adequate teacher quality at each level, and prevent the vacuums left by teachers leaving the lower level and move to the upper level of education.
- e) Improve teacher retention incentives to attract candidates with adequate education background (particularly those with math and science training background) into teaching profession, and give them adequate professional development opportunities.
- f) Design and provide an effective, comprehensive and integrated library service.
- g) Improve the provision of Guidance and Counselling services into pre-service and in-service programmes.
- h) Promote science and technology through the development of learning/teaching materials.
- i) Strengthen the college-based CPD and engage the tutor into Action Research to improve on Learner Centred pedagogy and Reflective practice.
- j) Train educators and teachers in handling LSEN.

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- k) Provide gender training at all teacher training institutions and in all in-service programmes.

The second challenge is in *teacher management, including improving teacher distribution and teaching performance*. First, the current deployment system, where teachers apply directly to the districts where they wish to work, provides a mechanism for giving teachers some choice in their location, and reducing wastage rate. However, some districts do not receive sufficient applicants, and need to recruit teachers who applied to other districts, many of whom do not take up their posts. Despite a 20% incentive payment, there is uneven deployment at provincial, district and school level. In particular, (a) rural areas have much fewer graduate teachers, and (b) rural areas have a shortage of teachers qualified in mathematics and science, while, in addition, the most remote rural schools have a shortage of teachers, and fewer female teachers. The reluctance of the best educated teachers to locate in rural areas is a cause of concern to the MoE, especially since the projected expansion of upper-basic and high school education will require much greater numbers of these teachers in rural areas.

Second, overall contact time in Zambia basic schools is short by regional standards, and when compared to the EFA-FTI recommendation of 850-1,000 hours per year. Even where lower grades operate for 3.5 hours per day, the total annual contact time is only 668 hours per year and, in reality, the total is often less, especially in multi-shift schools. Teachers also have relatively short contact hours. Teachers in lower basic schools may teach only 3.5 hours per day in a single shift school.

Teachers in upper basic and high schools teach 21 periods per week, or 16.5 hours per week. This is less than the contact time expected of teachers in grades 5-7, which is considered anomalous. However, a more significant anomaly is in the uneven distribution of workload within upper basic and high schools. Teachers of mathematics and sciences teach up to 30 periods per week, while colleagues with other subjects can teach a fraction of the expected time. Efficient utilization of teachers is made difficult by the shortage of teachers of mathematics and science. Full utilization is made more difficult by small number of classes in smaller schools. For example, in an upper basic school with only one class in each of grades 8 and 9, geography and history are taught for 3 periods per week, so the school can provide only 12 periods of work for geography and history teachers, while mathematics is taught for 7 periods and science for 6, leaving 26 periods a week for one mathematics and science teacher. Each teacher in upper basic and high school is expected to teach only half of the student contact hours (students work 40 periods per week, teachers are expected to teach 21). As a result, the average number of pupils in the classroom is at least double the average pupil teacher ratio.

Third, teacher absenteeism is a major but invisible issue. Recent data collection for the PETS found a teacher absenteeism rate of 22%. Given the importance of time on task as a factor in educational outcomes, this is a major concern. There may be similar levels of absence on the premises, as teachers attend the school but do not teach all of their classes. Monitoring of attendance is inconsistent. Not all schools keep records of teacher attendance. When they do, there is no formal system to compile the results, and feed it up to management at district, provincial or central level. It seems unlikely that absenteeism has any consequences for the teacher, except in the most extreme cases.

To address these issues, the MoE will do the following:

- a) Review and clarify the standards of teacher's instruction and other working hours at each level.
- b) Clarify head teacher's role in monitoring teacher attendance and working hours, and formulate monitoring and supervision mechanisms at school, DEB, and PEO level.
- c) Design and implement incentive schemes for teachers who perform well, especially in helping student make significant progress in learning.

8.2 Main Policies and Reforms

During the FNDP period, the main aim in the area of teacher education is to promote excellence in the offering of diverse and national development-oriented teacher education and training programmes. The co-ordination of quality programmes will be facilitated by well qualified, motivated and appropriately skilled human resource. In the context of this mission, the MoE will focus on the following:

- a) To strengthen the systems for continuous professional development, management and support.
- b) To strengthen the systems for initial teacher training, management and support
- c) To develop a comprehensive national policy and institutional framework for promotion and development of library services in Zambia

At the level of teacher supply, MoE will focus on the following:

- a) Strive to meet the national quantitative requirements of the educational system through increased output of pre-service teacher education in order to achieve the targets of MDGs, and EFA. The ministry will strive to forge public private partnerships with a view to encouraging the private sector to participate in the establishment of teacher education training institutions
- b) Upgrade two institutions to university colleges offering degrees in education.
- c) Facilitate and provide quality and development-oriented teacher education programmes.
- d) Achieve a co-ordinated teacher education and training, which caters for other ministries and other providers of training.
- e) Provide opportunities for specialised education of teachers in the area of ECCDE.
- f) Facilitate greater and more effective involvement of other key stakeholders in teacher training.
- g) Develop gender curricula and teaching/learning materials and train teachers in gender.

8.3 Activities Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to Teacher Training Sub-Sector.

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)						Lead Implementer
		2006	2007	2008	2009	2010		
2.3 Strengthening the secondary education diploma course to prepare trainees to teach at high school level.	Secondary diploma course strengthened by mid-2009							MoE Headquarters and institutions
2.4 Review and revamp the current teacher upgrading process to ensure adequate teacher quality at each level	Teacher upgrading process revamped by end of 2008							MoE Headquarters
2.5 Improve teacher retention incentives to attract candidates (including women) with adequate education background (particularly those with math and science training background)	A review of teacher incentives regime undertaken and recommendations adopted by Government by 2010							
2.6 Review and clarify the standards of teacher's instruction and other working hours at each level.	Working hours for teachers aligned to the regional average							MoE Headquarters supported by outsourcing
2.7 Clarify head teacher's role in monitoring teacher attendance and working hours, and formulate monitoring and supervision mechanisms at school, DEB, and PEO level.	Head teachers' authority to take disciplinary action against absenteeism enhanced by 2008							
2.8 Design and implement incentive schemes for teachers that perform well	Incentives scheme developed by end of 2008							
3. Standards and Assessment								
3.1 Develop a comprehensive assessment system for teacher training colleges to reflect the outcome- and demand-based curriculum	Comprehensive assessment system for teacher training colleges developed by beginning of 2009							MoE Headquarters supported by outsourcing
3.2 Put in place an effective management and quality assurance system for teacher education and supply	management and quality assurance systems in place by 2009							
3.3 Establish an Oversight body on quality control and quantitative improvements in teacher supply	Oversight body established by end of 2008							MoE Headquarters
3.4 Design and implement Performance Management System for teachers at different levels	Performance Management System in place by 2009							
3.5 Introduce e-governance in teacher management	e-governance introduced by 2010							MoE Headquarters supported by outsourcing
3.6 Develop a continuous development plan for lecturers in colleges of education.	A continuous development plan developed and operational by 2009							
3.7 Establish the criteria for the operations and management of the Zambia Qualifications Authority (ZQA) and National Qualifications Authority (NQF)	Criteria developed by end of 2009							

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)						Lead Implementer
		2006	2007	2008	2009	2010		
3.8 Design an institutional framework within MoE for the promotion and development of library services	Framework designed by mid 2009							MoE Headquarters
4. Infrastructure Development								
4.1 Construct additional infrastructure facilities in all colleges of education	Additional facilities constructed at all the colleges of education							MoE Headquarters
4.2 Rehabilitate and maintain infrastructure at colleges of education, including at provincial, district and zonal teacher resource centres	All rehabilitation works carried out by 2010							MoE Headquarters in collaboration with Ministry of Works and Supply and the private sector through PPP
4.3 Construct housing units for staff at all colleges of education	Adequate housing units provided by 2010							
4.4 Undertake an assessment of infrastructure requirements for the conversion of two colleges into university colleges	Assessments completed by mid-2008							
5. Equity								
5.1 Develop and operationalise programmes interventions aimed at increasing access and retention for CSEN, women and OVC.	Access increased for CSEN, women and OVC by 2010							MoE Headquarters
5.2 Mainstream gender, HIV and AIDS in teacher education, supply and management by equipping lecturers with adequate and relevant information about gender and HIV and AIDS	Gender, HIV and AIDS mainstreamed							MoE Headquarters and GID

Tertiary Education: University Level

9.1 Situation Analysis

Currently, there are two public universities in operation (the University of Zambia – UNZA and the Copperbelt University – CBU). In 2007, a third public university (Mulungushi University) located in Kabwe will admit its first degree students. In addition, the country has opened over five private universities in the past three years. In 2002, total university enrolment in the two government universities was 8,965 but by 2005, this figure had risen to 12,774 (3,524 were at the Copperbelt University and 9,250 at the University of Zambia), representing 14.6 percent increase from 2004. Female students represented 33 percent of the total university enrolment. The number of academic staff at both Universities recorded a decline in 2005 from the previous academic year. The number of academic staff declined from 552 and 263 in 2004 to 468 and 157 at University of Zambia and Copperbelt University, respectively.

For university education, the focus 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-organize 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.

While the two universities have made significant achievements in undergraduate education over the past four decades, postgraduate training is still lagging behind. The two universities have experienced severe under-funding since the 1970s. This has led to overcrowding, dilapidated 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, mainly salaries, leaving insufficient surplus for capital investment, staff development or research. Other challenges facing the universities include 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.

9.2 Main Policies and Reforms

The programme is aimed at all the three universities receiving public funding. The main thrusts of this programme will be institutional capacity building; multi-sectoral sponsorship of research and development; sponsorship of educational research and development; and graduate training and staff development. The main policies and reforms will aim at the following:

- a) Improving both internal and external efficiency in the public universities.
- b) Reviewing and reforming fee scheme, student loan, and cost-sharing/targeted scholarships.
- c) Providing incentives for private universities and encouraging Public Private Partnerships (PPP) in the provision of university education.
- d) Increase the number of female students accessing University education.
- e) Strengthen gender training at the Universities.

9.3 Objectives and Activities

Although the MoE is the parent ministry, the two public universities in Zambia (UNZA and CBU) are quasi-autonomous institutions with powers to strategically plan for their activities based on both government grants and self-generated resources (e.g. from fees and investments). These universities have their own respective decision-making authorities (University Councils) that have delegated powers and

authority to their managements to manage education service delivery at this level. Against this background, activities that public universities shall undertake during the FNDP shall be determined by the respective Councils and management systems in these institutions. Suffice at this level to state that it is the Government's expectation that the following issues should be addressed during the FNDP implementation period:

1. Improve the general management and administration of the two public institutions, focusing, in particular, at the following levels:
 - a) Improving the financial management of the institutions particularly with respect to accounting, procurement, auditing, and expenditure control.
 - b) Improving human resource management, focusing on the improvement of the conditions of service for academic staff in a manner that would reduce the current exodus from the two institutions, particularly from the University of Zambia.
2. Address the challenges associated with the institutions' dilapidated and inadequate physical infrastructure through:
 - a) More investment in building more learning and student accommodation facilities.
 - b) Rehabilitating existing infrastructure.
 - c) Involvement of the private sector in infrastructure provision, especially with respect to student facilities.
3. Improvement in the staffing levels of the different programmes.
4. Improvement of the learning environment through investment in:
 - a) Laboratory equipment and related reagents/chemicals.
 - b) Improvement of the library facilities.
 - c) Institutional recreational facilities for both students and academic staff.
5. Review of different teaching programmes' curricula with a view to aligning them to the labour market demands.
6. Expand the capacity of teacher education training (with particular focus at mathematics and science graduate teachers) through both the public and private sector.
7. Strengthen the capacity of the universities to undertake gender-related research.

PART 3

Implementation Framework and Financing

Systemic Restructuring and Management Capacity Enhancement

10.1 Introduction

The implementation of the education component of the FNDP will depend, to a large extent, on the efficacy of the Ministry's various management, administrative and support systems and structures at all the levels of service delivery, namely, Headquarters, provincial, district and institution levels. The MoE recognises that the institutional framework within which a plan is implemented ultimately determines the prospects of its success. The Ministry's management systems and structures at both the Headquarters and lower levels will, therefore, have to be strengthened to enable it provide the overall framework within which the education sector will function effectively and efficiently.

From its experience with BESSIP and MoESP, the Ministry has sufficient lessons to the effect that services such as planning and information, accounts, procurement, infrastructure and human resource capacity building can have a positive or negative effect on the success of its programme. In the light of these considerations, this Chapter spells out the main considerations towards both systemic enhancement as well as the required levels of re-tooling of the requisite human resource that is strategic to the attainment of the FNDP objectives for the education sector.

10.2 Systemic Restructuring

In the light of the above, the MoE Management recognises that considerable level of management efficiency and effectiveness have to be developed and retained in a sustainable manner if the varied objectives of FNDP are to be realised. In this respect, the main objectives of the Ministry in the management of the education sector, in general, and the effective implementation of the FNDP, in particular, are as follows:

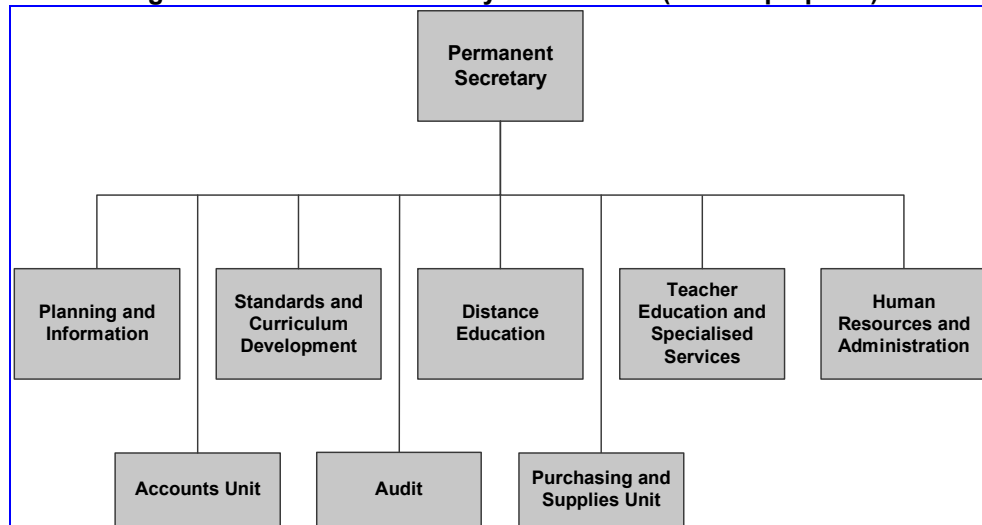
- l) To establish an effective mechanism for *joint and unified sector planning, development and funding* involving all stakeholders, the government, donors, the private sector and NGOs with the FNDP, Vision 2030, MTEF and the NIF as the reference points.
- m) Through the Ministry's MTEF, to continue *re-orienting the sector budget, as reflected in the 'Yellow Book,' to the financing of core functions*, and to work towards the integration of government budget resources and donor resources within a mutually-agreed MoE programme of activities as defined in this NIF and guided by the MDGs.
- n) To finance and manage the FNDP through, by way of Government preference, General Budget Support (GBS) and sector-wide approach (SWAp) focusing, in the initial stage, on the adoption of common accounting, monitoring and reporting systems that are designed to meet the informational requirements of all stakeholders.
- o) To strengthen the links between the sub-sector expenditure programme and the sector-wide Medium-Term Expenditure Framework (MTEF).
- p) Recognise the importance of consensus on education policy, reform activities and objectives between the Government, cooperating partners/donors and other stakeholders through, *inter-alia*, formal and informal consultation that is informed by a transparent dialogue architecture that supports both the processes and instruments of FNDP implementation.
- q) To establish transparent and efficient management support systems in financial management and accounting, procurements, information and reporting systems and infrastructure

- management which are acceptable to all parties and which feed into an effective review and reporting system;
- r) Develop and/or strengthen mechanisms for measuring sector performance through the establishment of effective monitoring and evaluation systems that ensures timely interventions during FNDP implementation as well as providing information, through feedback mechanisms, on programme performance.
 - s) Accepting decentralisation as an important way of enlisting the interest and participation of other local stakeholders.
 - t) Nurture a sense of co-operation and partnership with all stakeholders through regular consultation and reporting while firmly maintaining control and leadership within MoE.
 - u) Strengthen institutional capacity to address cross cutting issues such as gender and HIV/AIDS to ensure effective mainstreaming into all education programmes.
 - v) Develop a mechanism for engaging with private sector and civil society in addressing equitable access to education at all levels.

In the light of the realities that point to the challenges brought about by the institutional capacity limitations (as revealed in the respective chapters of this NIF), the MoE has decided to place systemic capacity strengthening as part of its strategic goals during the 2005-2010 period. Initiated during the MoESP, the Ministry carried out a restructuring process in the context of broader Public Service and Governance reforms. The Ministry is currently reviewing that restructuring effort. In particular, the Ministry will adjust its organisation structures, systems and procedures based on existing demands.

It is notable that the Ministry has been selected to pilot the Integrated Financial Management Information System (IFMIS). In addition, the Ministry requested the World Bank to carry out a Public Expenditure Tracking Survey (PETS). Major capacity building programmes, including change management, are being introduced to enhance commitment to teamwork, information dissemination and public relations. In the restructured MoE, there are five main Directorates reporting to the Permanent Secretary, along with key units such as Accounts, Purchasing and Supplies Unit and Audit (see Figure 1).

Figure 1: Restructured Ministry of Education (MoESP proposal)



10.3 Policy and Planning

Policy and Planning are two dimensions that are strategic to the realisation of the objectives of the FNDP. These two aspects jointly aim to develop, revise and improve the overall framework for quality educational planning of education delivery. At the centre of the needed changes *vis-à-vis* systemic

restructuring and enhancement is the Directorate of Planning and Information that is expected to assume an even more important facilitative responsibility for planning and marshalling the resources needed for implementing the FNDP through the NIF. Presently, the Directorate of Planning and Information in the MoE is not well co-ordinated with provincial and district offices. There is also inadequate, well-trained staff in planning, statistics, and information management at the different levels of the Ministry. However, with the development of EMIS, the situation is improving and many new capacity building initiatives are taking place.

In addressing the capacity needs of the Directorate of Planning and Information, the MoE will focus primarily on the following:

- a) Clearer definition of the unit's institutional functions and line responsibilities.
- b) Enhancement of technical know-how among its personnel.
- c) Clear definition of the form and extent of its interaction with other departments/units within MoE.
- d) Strengthening capacity to release statistical information in a timely manner.
- e) Enhancing functional leadership and professional support.
- f) Strengthening research capacity in the unit to undertake research in emerging issues such as gender, HIV/AIDS for evidence based policy formulation.

During the Strategic Plan period, the Planning and Information Directorate's core functions shall be clarified, focusing attention on the following typical line responsibilities:

- a) Planning and Budgeting
- b) Contribution to policy development through pre-policy research and analysis
- c) Monitoring and Evaluation
- d) Education management information system

The Unit's education sector planning function shall include school age cohort analysis and forecast; system development capacity and projection; sector budgetary resource estimates; the development of sectoral program indicators; project planning (school sites selection plan, teacher training plan, curriculum development plan, and capital investment project plan); and cost-benefit analysis. Monitoring and evaluation is also an important line responsibility that the Planning and Information Directorate shall assume. Its capacity to develop performance indicators shall be enhanced, and so shall be reporting and information sharing/dissemination functions.

For the Directorate of Planning and Information to effectively assume the responsibilities above, MoE shall take a number of correctional actions. Firstly, the leadership in the Planning and Information Directorate shall be strengthened in a manner that would inculcate leadership based on performance management instead of reactive and administrative control. This would entail not only a much clear definition of the functional responsibility of the Unit but also the equipping of the management of the unit with the requisite skills and knowledge in planning in the education context. Once this is done, the Ministry would have succeeded in putting in place outcome/impact-oriented and indicator-based management style that would boost the professional creativity of its personnel. The Directorate of Planning and Information shall also assume a strategic position in the cultivation of the Ministry's partnerships with other stakeholders. In the context of this, the implementation of the FNDP activities as defined in the NIF are expected to be a product of collective action and collaboration between government, co-operating partners and the other stakeholders.

10.4 Decentralisation

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

- a) Decision making;
- b) Identification and separation of functions of each department or unit; and

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- c) Delegation of appropriate authority from Headquarters to the centre points of delivery (School, College and District Boards).

The MoE's functions are still largely centralised at the Headquarters. Consequently, the Permanent Secretary still retains significant control over the day-to-day operations of all the Directorates and Units within the Ministry. There is room for ensuring that more authority is delegated to the departmental heads so as to avoid delays in decision making processes. There is also still room for a better understanding of how much (and how fast) the devolution of powers to the lower organs of the Ministry could be effected. The conclusions of the MoESP mid-term review are quite instructive in this regard:

The inappropriateness of the current MOE organisational structure with regard to the decentralisation policy is ... reflected in the reporting structures and relationships at the provincial and district levels. For example, High School Management Boards... 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... There is [therefore] 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.

Notwithstanding the above, the MoE recognises that decentralisation ought to constitute an important instrument in its systemic improvement effort. In this respect, the Ministry shall continue to strive to put in place an effective and efficient education delivery system that shall be founded on a decentralised mode of service delivery, targeting the untapped resources and skills at the lower levels in a manner that is inclusive and consultative. By the end of the FNDP period, the Ministry anticipates that educational service delivery shall be fully managed and monitored by decentralised institutions with the Ministry Headquarters in Lusaka providing only technical support and guidance through Provincial Offices. While the modalities of decentralising authority to the lower levels are yet to be developed/refined, this may be initiated at a pilot level, beginning with those districts that are relatively better equipped to handle the added responsibilities, guided by the Decentralisation Implementation Plan (DIP) once approved by Cabinet. Under the decentralised mode, districts shall handle their respective funds covering local procurement of materials, maintenance of facilities, district-level capacity building, etc. In addition, more authority shall be extended to School committees in the fields of planning and expenditure management.

To empower lower level structures to assume added devolved responsibilities, MoE shall also address the improvement of the education management capacity of staff at the district level. This includes District Education Officers, inspectors, statisticians, and accounts personnel. In particular, the Ministry shall target the improvement of knowledge and skills of lower level personnel in education decision making, policy analysis, budgeting and expenditure control, education strategic planning and implementation, supervision, human relations, and data collection, analysis and utilisation. Viewed within the context of pool funding/SWAp, capacity building at this level shall also entail developing sector-specific strategic capacities *both* inside and outside government institutions. Thus, community leaders and School Board members will also be targeted to enable them to meaningfully participate in education service delivery in the spirit of partnership.

10.5 Budgeting and Financial Management Improvement

The Government's strategic objectives in the context of the Public Service Reform Programme (Phase 2) is to improve service delivery through, inter alia, the enhancement of administrative and support services through the provision of timely and accurate financial information to management as well as administrative and technical support that would enable smooth and effective operations of sector ministries. In this regard, over the 2006-2010 life of the FNDP, the Ministry shall focus on the following activities:

- a) Improvement of staffing capacity of MoE Accounts Department.

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- b) Improvement of the payment system
 - c) Improvement of the Ministry's procurement system
 - d) Strengthening of the Ministry's construction and maintenance capacity
 - e) Development and implementation of infrastructure development plan
 - f) Development of a training plan that is responsive to the priorities and attendant management/implementation challenges of the FNDP within the education sector.
 - g) Improvement of accountability through predictable and transparent budgeting and financial management for cross cutting issues such as gender and HIV/AIDS.

The improvement within MoE of budgeting and financial management (that include accounting and audit) is cardinal to the realisation of the objectives of FNDP. In this regard, MoE shall identify the main constraints (institutional, procedural, human resource limitations, etc.) to budget execution with a view to improving the overall framework for quality financial management and administration. The aim is to ensure that resources are utilized in the most judicious manner in line with agreed modalities through transparent processes and appropriate financial guidelines.

The Ministry shall also identify the appropriate processes and key variables for monitoring and designing accounting mechanisms that meet the informational needs of the identified monitoring systems. The specification of the roles of different MoE offices in the budgeting process and in tracking public expenditures shall also be made in order to secure a more informed and inclusive budgeting and expenditure control system. This will call for the enhancement of financial management capacities as well as the development of more integrated accounting systems running from headquarters through to district level. More delegation of financial authority both within the Ministry headquarters and to provinces, districts and schools will be made once these capacities have been developed. This will help to reduce the delays caused by limited authorisation channels. Procedures for financial disbursements of funds based on annual work plans and budgets will be streamlined in order to speed up spending and implementation of activities. Operational guidelines for fair allocation of funds to boards, schools and other institutions will be developed and distributed to all levels. Moreover, within the context of decentralisation, community involvement through the Education Boards will be strengthened to monitor utilisation of resources at local levels.

To achieve the above, it is Government policy, guided by the country's Aid Policy and Strategy, to progressively integrate external resources into its budgets. This calls for an effort on the part of MoE to align the timing of donor pledges to its budget cycle. It also means the need to progressively merge the current parallel financial management structure that, though under the pool funding modality, still separates government resources from externally-derived ones. This would allow all resources to be better streamlined into MoE planning and resource accountability system (see Chapter 11 for more details). When this will be done, it will respect the principles and objectives of the Paris Declaration on Aid Effectiveness and the tenets of the Joint Assistance Strategy for Zambia (JASZ).

With regard to the *accounting* function, the overall financial accountability system of the MoE shall be enhanced through the implementation of an effective public expenditure management system.¹¹ In this

¹¹ Presently, Public Expenditure Management and Accountability (PEMFA) Programme is being used to enhance this goal and an MoU was signed in December 2004 between the Government and Cooperating Partners in this area. The operationalisation of PEMFA is striving to secure the following: (a) enhancement of the financial management and commitment control system; (b) Adoption of IFMIS in order to ensure timely reporting of resource application/utilisation through computer-based automation and to serve as a tool for ensuring more effective management of resources; (c) Improving the link between Government policy and budgets as well as better matching of budgeted and actual expenditure; (d) Better integration of external resources into the Government budget; (e) Enhancement of internal audit through the strengthening of internal controls, resulting in improved public expenditure management and financial accountability; and (f) Strengthening external audit through the enhancement of the independency and capacity of the Office of the Auditor-General.

regard, the Ministry will ensure that submissions of its financial accounts to Parliament are made timely in order to allow the Legislature to take timely actions.

With respect to *audit* functions, MoE maintains that audits (both internal and external) by appropriately qualified auditors provide assurance that financial resources (both government and externally sourced) are used for the intended purposes. Consequently and in line with the Aid Policy and Strategy, the Ministry shall, as the first step, review all the existing enabling pieces of legislation to ensure that audits in the Ministry are handled and completed in a manner that allows it to provide transparent, credible and efficient audits that secure the required information for timely actions. The Ministry shall also set clear formal rules, in liaison with the Office of the Auditor General, which would ensure qualitative and timely responses to audit queries. To perform the audit functions adequately, the MoE will target its auditing capacity deficits at all levels of delivery with a view to putting in place comprehensive manuals in the areas of financial audit, control audit, performance audit and special investigations. This also entails the development of training materials to acquaint the relevant MoE personnel with the application of the manuals. The Ministry shall also enhance its capacity in the area of computer audit and related techniques by way of recruitment and training of the requisite personnel as well as the acquisition of the needed software and hardware resources.

In the light of the analysis above and guided by the country's Aid Policy and Strategy commitments, the MoE shall pursue the following strategies in the areas of budgeting and financial management:

1. To prevent the proliferation of conditions that could conflict with the principles of harmonisation and alignment, Cooperating Partners that support the education sector are expected to limit their conditionality to NIF's commonly agreed framework that is intended to guide all the operations during the implementation of the FNDP. In this respect, MoE shall facilitate the development of a *Memorandum of Understanding* between the Government and the sector's Cooperating Partners that would state areas and modalities of cooperation and collaboration under the NIF.
2. MoE shall strengthen its policy-relevant management information system so as to secure data integrity in planning, budgeting and financial reporting. Through the Education Management Information System (EMIS), MoE shall take advantage of existing advances in IT solutions, focusing on hardware and software acquisition; skills enhancement through training; and communications infrastructure improvement. The role of Cooperating Partners at this level is particularly solicited.
3. The Government expects its cooperating partners to programme grants to the education sector over a multi-year timeframe and concurrently make multi-year funding commitments to enable the Ministry to better plan its medium term macroeconomic and fiscal projections in the context of the FNDP and MTEF. This would also reduce transaction costs; allow allocative efficiency in education sector spending; increase predictability of external aid flows; enhance the effectiveness of sector management; improve monitoring and evaluation; and strengthen financial accountability.
4. In order to fill the major gaps in economic statistics pertaining to the flow of grants to the education sector, all Cooperating Partners are requested, on agreed regular basis, to make full disclosure of their respective external assistance to the education sector and using reporting formats that are compatible with the MoE's public financial management system. To facilitate this, the Planning and Information Directorate at the Ministry shall develop the standard reporting format.

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5. The timing of Cooperating Partners' financial commitments and disbursements as well as their review processes shall be aligned to MoE's budget cycles as guided by the Annual Work Plans and Budgets. Any deviations from this expectation shall be maintained to the bearable minimum and effected after full consultation and consensus reached with MoE.
 6. MoE would continue to strengthen its approach to sectoral planning behind FNDP, MDGs, Vision 2030, and EFA. This shall mean that all Cooperating Partners in the education Sector shall formally adopt the FNDP and the NIF as the primary guide in their support to the sector during the 2006-2010 FNDP period.

10.6 Procurement

Specifically with respect to *procurement*, the main objective is to develop, revise and improve the overall framework for quality educational procurement, ensuring that the acquisition of goods, works and services balances the need for effectiveness of supply with efficiency of delivery to meet user needs, while maintaining transparency and achieving value for money. To achieve this, the MoE shall review its guidelines to ensure that its procurement system serves the primary goal of good governance and that it uses procurement to promote integrity, transparency¹² (including eligibility criteria), efficiency (both administrative and transactional), customer satisfaction, cost-effectiveness,¹³ fairness,¹⁴ wealth distribution (e.g. support of small business in the context of the Citizens Empowerment Act), and increased usage of risk avoidance. The Ministry will also standardise procurement processes, procedures and methods. Taking into account these important considerations, the Ministry will put in place (a) a capacity building programme for the consolidation of its procurement system, focusing on the establishment of a professional procurement cadre that operates under attractive operational environment; and (b) put in place a supportive infrastructure, particularly an enhanced electronic database that would capture, in a transparent manner, key procurement information. The Ministry, in the context of the policy of decentralisation, shall also strive to progressively decentralize its procurement functions to provinces and districts.

10.7 Infrastructure Development

The component focuses on infrastructure construction and rehabilitation as a means of increasing access to education, improving the quality of the learning environment and improving the effectiveness of education managers. The component focuses on the construction of school buildings, construction of DEOs' offices, rehabilitation of school buildings, construction of zonal centres, rehabilitation of teachers' houses and maintenance of school buildings. In this regard, the infrastructure development function of the Ministry is very strategic to the attainment of both quantitative and qualitative aspects of educational service delivery. It is currently the single largest programme in terms of external support to the education sector, averaging more than 30 percent of external assistance.

One of the major challenges under infrastructure development relates to the education system's capacity to build sufficient classrooms to meet the targeted numbers. For the three year period

¹² According to the Aid Policy and Strategy, the Government shall consider a procurement system to be transparent if (a) the terms upon which the procurement process are to be conducted and the criteria upon which any decisions are to be made are properly documented and made widely available; (b) the eventual procurement award decision is made publicly available as are the reasons given for these decisions; and (c) it is possible to verify that the documented procedures and criteria were indeed applied.

¹³ The procurement system shall be standardized with sufficient flexibility to attain best value outcomes in respect of quality, time and price, and least resources to effectively manage and control procurement processes.

¹⁴ The process of offer and acceptance shall be conducted impartially without bias, providing timely access to the same information. The only grounds for not awarding a contract to a tenderer who meets all the requirements are 'blacklisting,' legal impediments or conflict of interest (e.g. as guided by the Parliamentary and Ministerial Code of Conduct).

covered by the NIF, the Ministry estimates that it would require around 8,500 classrooms to meet the FNDP objectives. During the MoESP, it became clear that several factors explain the Ministry's inability to meet this level of need. *Firstly*, the Ministry currently suffers from insufficient and inadequately trained personnel to manage infrastructure provision. The School Infrastructure Section (SIS) at the Ministry Headquarters, for example, has only 5 staff members and, of these, 3 are paid by the African Development Bank, one is from a project (ZEPIU). Thus, only one is a civil servant. It is, thus, clear that the Ministry has not invested sufficient personnel in this strategic wing of educational service delivery. In particular, the ability of the Ministry to supervise/monitor construction works is extremely weak. Due to the weak human resource base, personnel with crafts certificates are made to manage civil works in spite of the requirement that this should be handled by holders of diplomas or degrees in civil engineering. Consequently, the sub-sector has failed to adequately monitor civil works. Ideally, the Directorate of Planning and Information under which SIS falls should have civil engineers, architects, quantity surveyors, electrical engineers, and service engineers located both at the headquarters and provinces.

Secondly, the processes employed to facilitate the construction of the required infrastructure is often protracted and over-bureaucratised. Currently, all payments have to be approved by the Permanent Secretary, a process that has contributed to the perennial bottlenecks associated with procurement procedures in the Ministry. In addition, rather than disbursing resources for classroom construction directly to school levels (as was the case during the BESSIP years), the current approach whereby money is routed through the poorly performing provincial tender board has slowed down the speed with which the Ministry is able to initiate and complete civil works. If there are still legitimate concerns regarding the capacity of many schools to manage and account for resources, disbursing to districts with clear specification regarding which school should receive how much should hold better promise than the current modality.

The mode of financial replenishment has also contributed to further delays. While under BESSIP, schools were replenished immediately after expending 75 percent of the received money, the current modality that follows donors' Pool Funding rules, only allows disbursement on a quarterly basis. Furthermore, the currently preferred modality that is contractor-based compares unfavourably to that which is community-based especially with respect to cost efficiency. As was proven during the BESSIP years, the community-based modality, when well supported by appropriate level of supervision and standardised development plans, would yield many more classrooms per unit of financial outlay than the contractor-based one.

Additionally, the Ministry considers outsourcing as an important supplementary modality towards meeting the infrastructure targets under the NIP. Under this modality, private firms will be contracted to either construct classrooms based on standard development plans or to supervise civil works or both. Actual modalities on how this could best be done under different conditions shall be worked out by the Ministry. The Government believes that this is one way of enhancing Public Private Partnership (PPP) in infrastructure service provision and also a way of contributing to citizens' empowerment. The development of a Technical Assistance (TA) Pool would be seriously considered to supplement the needed expertise in this area. Furthermore, the Ministry sees ZEPIU as an important source of qualified expertise for infrastructure development and a more proactive link with this quasi-autonomous body shall be nurtured. Government recognises that, for the infrastructure development component to function adequately, a more supportive procurement system should be put in place. The on-going reforms in the procurement process (including the decision to move to procurement based on the budget rather than the money received) shall be pursued with utmost urgency.

Lastly, the Ministry is committed to improving its operational structure at the Headquarters to make the existing committee system supportive of more efficient technical decision-making processes. Timely policy guidance from the Top Management Team shall be secured to allow for timely decision-making on issues pertaining to infrastructure development. Respect of the criteria for school construction site identification as well as the number of classrooms to be build in which region shall be adhered to in line with the Government's policy on transparency and accountability. Moreover, under BESSIP, Component Managers assumed a strategic responsibility in technical decision-making. Benefiting from the positive experience from that period, the Ministry will explore how best to fully engage Component Managers in the Senior Management Implementation Team (SMIT) that oversees all programme implementation, including the monitoring of policy implementation.

10.8 Management of Education Materials Provision

Zambia, today has a mixture of centralised and decentralised book procurement and distribution system with the later involving the private sector. Printing and provision of school textbooks have gradually moved from being public run (through ZEPH) to being private run (through publishers and book sellers). The Government involvement at this level is through the Curriculum Development Centre and includes approval of privately-developed textbooks for use in school and the provision of a curriculum upon which the development of the text books is based. Major challenges still remain particularly in the tendering procedures and the MoE, in liaison with the central Government, is working towards a complete overhaul of these processes.

10.9 Management and Human Resource Capacity Strengthening

Human resource capacity building and capacity retention shall be at the centre of MoE's interventions as no amount of planning would result in sustainable outcomes if the requisite human resource capacity in the education sector remains frail. Without the required competent, experienced and motivated human resource that would drive institutions and systems forward, the NIF would be relegated to a mere statement of intentions. The value of the NIF shall, thus, be judged by the extent to which the system is in good stead to execute the identified activities. To the extent that institutional reorganizations and capacity building depends on human resources, addressing the existing human resource capacity gaps through training and retaining management professionals in the right position shall receive the highest priority during the implementation of the education components of the FNDP.

Against the above background, MoE, under the *Human Resource* component, aims to develop, revise and improve the overall framework for quality human resource management and administration of education delivery. The sub-component will continue to focus 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/longer term courses.

Currently, the Directorate of Human Resource and Administration is 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 Directorate. Furthermore, in the area of Management and Human Resource, a Performance Management System has been developed that serves as a personnel appraisal tool. Performance indicators have been introduced, complemented by training programmes targeting mainly senior levels personnel, covering such areas as strategic planning, budgeting, financial management, expenditure control and management of change.

Once the appraisal system is allowed to go beyond the Headquarters, it should be able to gauge the Ministry's performance across the board. The Ministry shall complement this effort with an integrated management information system (IMIS).

It will also ensure that clear career paths are defined while at the same time providing guidance and policy direction on issues of career development and management. The component will also ensure that adequate human resource is deployed at all levels as the functions of the Ministry are decentralized. More specifically, the following capacity enhancement interventions are envisaged:

- a) *Senior Management Capacity Strengthening*: Strengthen the management capacity of MoE through the provision of short- and long-term training for senior and middle-level managers in procurement procedures, financial management, strategic planning and management, and policy development. It will also include carrying out a Technical Assistance Needs Assessment and developing a strategy to manage the provision of TA in line with the Government's Aid Policy.
- b) *Improvement of school Management*: MoE recognises the need for capacity building in education management at the school level. Presently, very few school heads have benefited from formal training in education management. The Ministry shall address the inadequacies of school heads in education management skills by exposing them to skills and knowledge that can improve their capacity for innovation, imagination and creativity in handling problems related to policy, planning and management of education at the local level. Other school-level officers are also going to be exposed to special training programmes in financial management, administrative management, human resource management, preventive maintenance, etc. Furthermore, the MoE is going to address the problem teacher absenteeism.
- c) *Improvement of infrastructure provision and management*: In line with the FNDP's priorities, school infrastructure is going to be improved and the personnel assigned to manage it shall be equipped with the requisite skills to ensure that this important component in educational service delivery is better re-aligned to the education sector priorities as defined in this NIF.
- d) *Gender balancing in Management positions*: MoE shall address the gender imbalance in management positions by putting in place targeted capacity building for female teachers and education staff.

10.10 Sector Responses to HIV and AIDS

Public Sector sectoral mainstreaming of HIV/AIDS is currently being addressed at the national level and is one of the focal points of the National AIDS Council in partnership with other stakeholders. The MoE has invested time in redefining how the education system could best contribute to the fight against HIV/AIDS. Central level structures have recently been established, including an HIV/AIDS Focal Point Unit that deals with curriculum development for teaching about HIV/AIDS, M&E, coordination of workplace HIV/AIDS programmes, coordination of collaborative HIV/AIDS efforts with donors, etc. The placement of HIV/AIDS Focal Unit in the Human Resource Department of the Ministry has resulted in a strong workplace focus. Secondly, innovative systems are slowly being introduced into the formal educational system. For example, the teaching of HIV/AIDS has been integrated into curriculum for all educational levels and handbooks have been developed to serve as guidelines for all educators. Thirdly, the mission of the education system is being redesigned to go beyond academic learning to integrate counselling and care, targeting mainly those in the sector that are already infected. Specialists are being trained at this level. Moreover, the sector is undertaking capacity building programmes targeting the pandemic. To date, more than four thousand specialist educators on HIV/AIDS Interactive Learning Methods have been trained.

With respect to workplace interventions, the focus is to develop and implement comprehensive workplace policies that take into consideration issues around education, awareness and prevention, treatment care and support. Workplace programmes in companies and businesses are currently being designed and implemented through the private sector-driven network called Zambia Workplace AIDS Partnership (ZWAP) comprising of several private sector NGOs, namely, the Zambia Integrated Health Programme (ZIHP), Afya Mzuri (formerly known as the

Zambia HIV/AIDS Business Sector Project); Zambia Health Education and Communications Trust (ZHECT); the Zambia Business Coalition on HIV/AIDS (ZBCA), and the Comprehensive HIV/AIDS Management Programme (CHAMP). The Public Service Management Division (PSMD) commissioned a study in December 2004 to investigate the capacity of the ministries of Education, Agriculture, and Health to handle workplace programmes.

The education sector has often been cited as one of having one of the most comprehensive programme for mainstreaming HIV and AIDS. Guided by the country-level HIV/AIDS Strategic Plan, the Ministry developed in 2006 its own *AIDS Workplace Policy for the Education Sector for Management and Mitigation of HIV and AIDS*. The Policy guides the education sector's response to the pandemic, focusing on four main areas, namely, prevention; care and support; HIV/AIDS in the workplace; and planning, management and mitigation. Initially, the response focused on the integration of HIV/AIDS into the curriculum, as approach that saw the mainstreaming of the pandemic in all primary education subjects. The same is currently being done for secondary and teacher pre-service education. So far, the focus of interventions is on prevention and support to affected teachers with VCT being rolled out to them. Through this effort, support groups have emerged through the Anti-AIDS Teachers Association of Zambia (AATAZ). Box 2 summarises the main achievements thus far.

Box 2: Achievements in Education Sector HIV/AIDS Mainstreaming

- The MoE is widely recognized as being a front runner in the fight against HIV and AIDS.
- HIV & AIDS have been institutionalized from MoE central structures down to the school through the establishments of an HIV & AIDS unit at MoE, and the indication of focal points at various levels.
- Concrete activities around HIV & AIDS are today evident in many schools through youth clubs, assembly messages, etc.
- AATAZ-the Anti Aids Teachers Association of Zambia- was established in 2002. Today it has over 1500 members with support groups for HIV positive teachers in many localities.
- Young people and the general public demonstrate high levels of knowledge on HIV & AIDS prevention.
- Attitudes towards HIV&AIDS (2006) has been developed and launched.
- HIV&AIDS education have been mainstreamed in the primary education curriculum (through infusion in all subjects) and the development of materials on life-skills and HIV &AIDS education is on-going.
- A review has been undertaken for high school level and MoE has set priorities on HIV &AIDS content to be implemented.
- HIV &AIDS content is being introduced for the first time in all pre-service teacher training institutions from 2007.
- HIV & AIDS material has been developed locally and distributed widely.
- The workplace program has to date reached 174433 teachers. VCT for teachers has been rolled out to schools, and over 5,300 teachers were in 3 years.
- Provision of ARTs for teachers has improved, with an estimated 2000 teachers currently on medication.
- There is evidence of a number of best practices, especially the VCT and peer education models.

10.11 Objectives, Strategies, Activities and Targets

The matrix below presents the objectives, expected outcomes, main activities and targets/output during the FNDP period pertaining to those aspects that broadly affect all sub-sectors and/or that are to be handled mainly at the MoE headquarters level.

Field: Systemic Restructuring and Management Capacity Enhancement

Objective

To secure quantitative and qualitative improvements in Basic Education service delivery

Outcomes

1. Improved capacity for policy formulation and planning functions at the MoE Headquarters
2. Enhanced internal capacity of MoE in budgeting and financial management
3. Integration of external resources into MoE budgets
4. Efficient framework for procurement and distribution
5. Quality human resource management and administration of education delivery
6. Decentralised systems of educational services delivery
7. Effective Monitoring and Evaluation function
8. Effective and efficient assessment system
9. Quality teacher training, management and support systems
10. Gender, HIV and AIDS mainstreamed in all education sector interventions
11. Effective provision of education of children with special needs

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)							Lead Implementer	
		2006	2007	2008	2009	2010				
1. Policy and Planning										
1.1 Development of an elaborate Management Information System (MIS) that strengthens MoE capacity for policy coordination	MIS developed by end of 2008 and MoE Hq. capacity to coordinate policy enhanced									
1.2 Review of the institutional functions and line responsibilities for the Directorate of Planning and Information	The Directorate's functions reviewed by end of 2008									
1.3 Enhance, through training, the personnel of the Directorate of Planning and Information in planning and budgeting; policy research and analysis; monitoring and evaluation; and education management information system	Personnel trained by 2010 Evidence based policy implementation									MoE Headquarters
1.4 Develop a database on children including girls receiving bursary support.	Improved planning for vulnerable children									
2. Budgeting and Financial Management Improvement										
2.1 Establish and operate a well co-ordinated, decentralised financial management system	Fiscal decentralisation in the Sector in place by 2010									
2.2 Develop and/or review and disseminate Operational Guidelines/criteria for equitable allocation of funds to boards, schools and other institutions	Operational Guidelines on financial allocations in place by end of 2008									MoE Headquarters

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)						Lead Implementer
		2006	2007	2008	2009	2010		
2.3 Progressively merge the current parallel financial management structure that separates government resources from externally-derived ones	Common financial and accounting system for donor support in place by 2010							
2.4 Strengthen, through training, auditing capacity to facilitate the development of comprehensive manuals in the areas of financial audit, control audit, performance audit and special investigations	Manuals in place by end of 2008							MoE Headquarters
3. Procurement System								
3.1 Establish an efficient, accountable and decentralised procurement and distribution system	Procurement system improved by 2010							MoE Headquarters in collaboration with Tender Board and MFNP
4. Management and Human Resource Capacity								
4.1 Provision of short- and long-term training for senior and middle-level managers in procurement procedures, financial management, strategic planning and management, and policy development	Competencies of MoE personnel enhanced by 2010							
4.2 Training school management personnel in skills that improves capacity for creative participation in policy formulation and implementation as well as in planning and management of education at the local level.								
4.3 Train school-level officers in financial management, administrative management, human resource management, preventive maintenance, and related skills								
4.4 Train school level personnel in school infrastructure management								
4.5 Build capacity (through workshops) for community involvement in the development and maintenance of infrastructure at local level	Communities more involved in infrastructure development/maintenance TA assessment done by end of 2008 More women in management positions							
4.6 Carry out a TA Needs Assessment and design a strategy for recruiting, managing and evaluating TA								
4.7 Provide targeted short- and long-term training for female teachers and managers in management to enhance their opportunities for promotion.								
5. Decentralisation								
5.1 Review the MoE decentralisation plan to ensure that lower	Implementation of							

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)							Lead Implementer	
		2006	2007	2008	2009	2010				
8.5 Design appropriate mechanisms for periodically monitoring of those interventions that target the bridging of gender gaps within the education sector.	Gender monitoring mechanism in place and functional by end of 2008									
8.6 Establish a Technical Committee on Gender at MoE Headquarters to oversee the monitoring of gender mainstreaming during the FNDD Plan implementation period	Committee established by mid-2008									
8.7 Establish an effective gender implementation structure that links HQ with all sector points of delivery.	Gender officer with decision making powers appointed at HQ and Gender Focal Points established in all learning institutions and at all sector points of delivery by end of 2008									MoE Headquarters
8.8 Review of the Recruitment and Promotion Systems to make them gender responsive so as to benefit both women and men.	Recruitment and Promotion Systems reviewed by end of 2008									
9. HIV and AIDS										
9.1 Design mechanisms for effective coordination of HIV/AIDS activities that are mainstreamed through directorates, provinces, districts and institutions	Well-coordinated mechanisms for HIV/AIDS activities in place by 2010									
9.2 Develop comprehensive and integrated strategies for addressing the impact of HIV/AIDS on the education system, focusing on the girl-child and OVC.	HIV/AIDS challenges being addressed in an integrated and coordinated manner in the MoE									
9.3 Develop the MoE's own Information Education and Communication (IEC) by producing and distributing informative materials (brochures, posters, etc) that target different groups within the education sector.	IEC for the education sector in place by end of 2008									MoE Headquarters in collaboration with the Ministry of Health and the National AIDS Council
9.4 Design a plan for liaising with the Ministry of Health (MoH) and NGOs regarding Voluntary Counselling and Testing (VCT) for education sector personnel	An effective liaison system between MoE, MoH and NGOs in place by end of 2008									
9.5 Develop effective strategies for the provision in the school system of affordable/accessible Anti Retroviral drugs (ARV's)	ARV's readily accessible by education sector personnel by 2010									
9.6 Strengthen HIV/AIDS Workplace interventions	Interventions strengthened at workplace									

Main Activities	Target/ Output	OPERATIONAL TIMEFRAME(2006-2010)					Lead Implementer
		2006	2007	2008	2009	2010	
10. Children with special educational needs(CSEs)							
10.1 Conduct a needs assessment on the current needs and gaps with respect to SENs	Needs assessment conducted by mid 2008						
10.2 Develop Special Education Policy through a review of the current special education policies	Special Education Policy developed by end of 2008						
10.3 Make classrooms, toilets and other school facilities physically accessible to learners with disabilities	All school infrastructure made friendly to special needs of the physically disabled						MoE Headquarters
10.4 Conduct a study to determine the appropriate educational provision for children with severe mental retardation, including the possibility of establishing a school specifically for children with physical and mental disabilities	Study undertaken by end of 2008						
10.5 Mainstream Gender and HIV and AIDS in Special Education programmes	HIV and AIDS mainstreamed in Special Education programmes by 2010						MoE Headquarters in collaboration with GID and National AIDS Council

Implementation and Monitoring Framework

11.1 Introduction

The implementation of the education component of the FNDP shall primarily be the responsibility of the Ministry of Education (MoE). The Ministry is the biggest government operation in Zambia, comprising over 50% of public workers and operating at national, provincial, district, sub-district and community levels. The MoE is the largest stakeholder in the education sector and employs about 65,000 teachers and lecturers and over 4,400 administrative and support staff. In 2005, there were a total of 7,256 basic schools in the country run by the government, community and private sector. Nearly 80% of basic schools are located in rural areas. High Schools total nearly 355 and there are 14 Colleges of Education (teacher training), 14 skills training centres and three public universities.

As well as directly providing schools and teachers, the Ministry is also responsible for giving wider policy guidance on the provision of education through the monitoring of standards in grant-aided, private and community schools. The MoE provides and/or co-ordinates education at early education, basic, high school, college (teacher education) and university education levels. It is responsible for pre-schooling, including pre-school teacher training, schools for continuing education, the National Science Centre, Educational Broadcasting Services, the Curriculum Development Centre and university education. The Examinations Council of Zambia also falls under the auspices of MoE.

There are also many non-government providers of education and training at all levels from the private sector. Further, some NGOs, faith based organisations (FBOs) and community based organisations (CBOs) also provide education and training. These organisations provide education, using alternative delivery systems, to a large population of young people by equipping them with knowledge and skills needed for their livelihood.

11.2 Organisational structure

The MoE is organised according to the following levels: Headquarters, 9 Provincial Education Offices (PEOs) and 72 District Education Boards (DEBs). These levels are briefly described below.

11.2.1 Headquarters

The MoE Headquarters is responsible for policy analysis and development, strategic planning, resource mobilization and allocation. In addition, the Ministry Headquarters is responsible for developing national curriculum, quality assurance and standards setting, supervision, and monitoring and evaluation.

11.2.2 Provincial Education Office

The Provincial education office (PEO) is supervised by the MoE headquarters. The PEO also contributes to the policy monitoring and supervision function. It is also in charge of the management of standards in all districts and high schools. Furthermore, it is the responsibility of PEO to ensure that a reliable database is developed and maintained for all districts within its jurisdiction. The Office is also mandated to coordinate and monitor the implementation and provision of education programmes and activities.

11.2.3 District Education Board

The district education office is responsible for the management of all basic schools within its coverage. The preparation and submission of the operational annual work plans and budgets, processing staff and pupils' disciplinary cases, monitoring education facilities as well as attending to staff welfare are among the responsibilities of the district education office.

11.2.4 High School and College Boards

The high schools and colleges of education will be managed by individual boards at respective institutions. The responsibilities of the boards will include overseeing the development of annual work plans and budgets; development and approval of technical and financial reports; and human resource development and management.

11.3 Implementation Structure

11.3.1 Ministry-Wide Structures

In the light of the ongoing implementation of the National Decentralization Plan (DIP), there will be changes in the implementation modalities throughout the different layers of the educational delivery system. The actual extent of devolution shall be determined during the course of the DIP implementation. Notwithstanding this impending process, the overall oversight of the implementation of the NIF will continue to be provided by the MoE Headquarters. The actual programme management and implementation of the FNDP, as operationalised by the NIF, will be the responsibility of the regular management and administrative structures which exist throughout the operational levels of the MoE (headquarters, provincial and education boards). Box 2 outlines the FNDP operational expectations.

Box 2: FNDP Implementation Framework

The implementation of the FNDP will be operationalised through the Medium Expenditure Term Framework and the annual work plans, which are supported by the annual Activity Based Budgets (ABB). In ensuring that central government and lower-level structures are accountable to each other, the process of refocusing priorities shall follow a complementary and consultative top-down and bottom-up process. At the level of *top-down process*, the Plan will be reviewed annually taking into account Vision 2030. The annual reviews will provide an informed basis for a more focused fiscal allocation of resources for annual and medium-term implementation. In this respect, the top-down process will involve the following specific activities:

- a) review of macroeconomic, fiscal frameworks and sector performance as an input into the macroeconomic projections for the medium-term development objectives;
- b) preparation of macroeconomic framework, including projections of GDP and total resources both domestic and donor;
- c) Budget guidelines are prepared to provide specific steps and budgeting information to ministries, provinces, districts and spending agencies (MPSAs) to guide preparation of MTEF and annual Budget;
- d) indicative macroeconomic framework and budget ceilings are presented to Cabinet for discussion and approval;
- e) Macro Framework and Budget priorities are then presented in form of a Green Paper to the Parliamentary Committee and civil society for comments;
- f) finalisation of Budget Framework Paper and annual Estimates are done by MFNP;
- g) approval by Cabinet and presentation to Parliament by November of each year;
- h) the MFNP updates macroeconomic framework and consolidates ministry budget framework papers into national budget framework paper, based on outcome of budget hearings and comments from the Parliamentary Estimates Committee; and
- i) Budget framework papers approved by Cabinet along with final ceilings for each year of the MTEF.

The bottom-up process, in turn, will start with the preparation of the budget framework papers, which review objectives, outputs and activities, including critical assessment of priorities of MPSAs in line with the FNDP sector chapters and in consultation with DDCCs and the PDCCs. Specific activities of the bottom-up process during the FNDP shall include the following:

- a) MPSAs will prepare budget framework papers (BFPs), including sector goals and outcomes, ministry policy frameworks, objectives, programmes, outputs and activities;
- b) MPSAs will cost activities for the three-year period and prioritise to fit within ceilings;
- c) MPSAs will identify issues that need to be resolved by Cabinet before approval of the budget;
- d) Budget hearings will be held to discuss BFPs with the DDCC and PDCCs; and
- e) MPSAs finalise annual Budget and forward estimates based on final ceilings.

The Government will ensure that the procedures and timetables for all approved programmes under each sector are synchronized with the monitoring and annual reviews of the FNDP so that progress reports at these levels feed into the Plan's overall performance assessment. The need to dovetail the sectoral activities into the FNDP calendar and indicators is essential given the fact that the input from ministries, districts and provinces brings together government, donors, and other stakeholders under consultative frameworks that seek agreement on indicators to be monitored for the entire FNDP; and,

To the extent that the speed of the FNDP implementation shall be dependent on resource availability (both human and financial), the actual phasing of interventions shall be defined yearly in annual work Plans.

Source: FNDP

A number of structures are currently in place that will continue to play an important role during the implementation of the FNDP in the education sector. A number of these are noteworthy as they constitute important elements during the FNDP implementation process. Firstly, there is the *Top Management Team*, which is the highest decision making organ of the MoE. During the FNDP implementation period, the Team will ensure that policy formulation and interpretation are in line with the FNDP. In this regard, the Top Management Team shall issue all policy guidelines and circulars; provide strategic direction and endorsement of work plans and budgets; endorse Quarterly and Annual Technical and Financial Reports; and monitor the overall implementation of the sector programmes. The Top Management Team will serve as a liaison body with other government organs/ministries, in addition to solicit for, and negotiate with, the relevant state wings and Cooperating Partners at the level of resource mobilisation. It shall also facilitate a proactive and productive interaction between the Ministry and other strategic stakeholders in the provision of the FNDP's approved programmes.

Secondly, there exists the *Senior Management Implementation Team* (SMIT) that will oversee all programme implementation as well as facilitate the monitoring of the various MoE programmes under this NIF. Its major objectives are to oversee all policy analysis and interpretation; enhance programme planning and development at all levels; and make relevant recommendations on issues requiring the attention of the Top Management Team. In this regard, the main tasks of SMIT under the NIF will include the monitoring of policy implementation to ensure compliance; receive impact assessments for action, production and consolidation of Annual Work Plans and Budgets; oversee the Mid-Term Review of the education component of the FNDP; dissemination of information; and liaison with other ministries and other stakeholders during the implementation of the FNDP.

Thirdly, a number of *Technical Committees* will continue to backstop the implementation of the FNDP through their specialised inputs. These technical committees include the Procurement Technical Committee, the Educational Material Technical Committee, the Decentralization Technical Committee and the Financial Technical Team and the equity and gender sub committee.

At the provincial level, the Provincial Education Coordinating Committee (PECC) and the Provincial Education Management committee (PEMC) shall ensure that the Government stipulated education policies and programmes under the FNDP are implemented at this level. The role of the PECC under the FNDP will include making sure that education programmes and activities are well implemented and also to supervise other education providers so that they work within the existing priorities of the FNDP policies. The PEMC will ensure that the NIF is operationalised in accordance with the FNDP priorities and targets.

At the district level, the District Education Coordinating Committee (DECC) will be responsible for coordinating and implementing the FNDP at this level. The District Education Management committee (DEMC) will, in particular, ensure that all annually-approved FNDP activities at the district level are in conformity with the set priorities and targets. Fiscal decentralisation to districts and councils/municipalities is an important component of the DIP. A review of the existing management structures will, thus, be undertaken.

At institutional level, similar committees exist and these will also assume specific responsibilities during the implementation of the FNDP. These are the College of Education Management Committee (CEMT), High School Management Committee (HSMT), School for Continuing Education Management Committee (SCEMT) and Distance Education College Management Committee (DECMT). All these committees will assume similar roles and responsibilities as those executed by the PECC and the PEMC at the provincial level, in addition to coordinating and superintending on matters of management carried out by various departments. The Parent-Teacher Association (PTA) and Board of Management for

Aided Institutions will continue playing their supportive roles in the management of education institutions. The PTA falls under the general governance of education boards and, as such, will continue to be used as a platform for the exchange of educational developmental ideas during the implementation and monitoring of the FNDP programmes. The PTA will also continue to collaborate with the education boards in the preparation of Annual Work Plans. Statutory bodies such as those for public universities, the Examinations Council of Zambia, and the Zambia Education Publishing House will continue to operate through their executive boards or councils during the implementation of the FNDP.

11.3.2 Joint Structures

There exist joint committees whose memberships are drawn both from Cooperating Partners and MoE officials. These will continue to play their roles during the FNDP implementation period. They are as follows.

Joint Steering Committee (JSC): This is a decision-making and advisory body, which takes decisions and/or makes recommendations to the MoE Management in the areas of policy, implementation and financing of the education sector programmes. The main tasks of JSC during FNDP implementation will include ensuring the achievement of overall sector programme objectives and providing an appropriate policy framework for the education sector. In this regards, its main tasks will include monitoring sector performance against the established indicators and review progress on alignment to key national reform policy and processes. JSC will also play a major role in the identification and approval of financing requirements; and in approving key policy and implementation framework documents within the Education sector such as NIF.

Policy and Implementation Technical Committee (PITC): The PITC is an advisory body, which will make recommendations to the Senior Management Implementation Team in the areas of policy and implementation of the FNDP sector programmes. The Committee's main tasks include provision of advice on government policies related to the education sector; and ensuring effective implementation of the sector programmes as defined in the FNDP and subsequent Annual Work Plans and Budgets. In this respect, the main tasks of the PITC during the FNDP implementation will include reviewing policies related to the education sector and make recommendations; monitoring implementation of policies related to the education sector; and preparation and of the Joint Annual Reviews, including the finalization of Joint Aide Memoire for approval by the JSC.

Financial Technical Committee (FTC): The FTC is an advisory body, which makes recommendations to the FMT in the areas of financial management. In this regard, the main tasks of the FTC during the FNDP implementation period will include the monitoring of resource allocation, releases and utilization at various levels; endorsing cash forecasts for submission to the Joint Steering committee; and directly liaising with the Financial Management Team and the Cooperating Partners working groups on all financial matters. Thus, the main tasks of the FTC will include reviewing and endorsing Quarterly Technical and Financial Reports in liaison with PITC; monitoring and reviewing resource allocations to education boards and to the three main sub-sectors of education; monitoring and reviewing relevant financing modalities and procedures; and monitoring of the harmonization and strengthening of the MoE Financial Management, Reporting and Audit systems at all levels.

Education and Training Sector Advisory Committee (SAG): This Committee will play a supervisory and monitoring role.

11.3.3 Sharing of Tasks and Responsibilities

During the implementation of the FNDP, tasks shall be shared as follows:

	Programme / sub-programme	Principal Responsibility
1.	Curriculum Development and Educational Materials	Directorate of Standards and Curriculum
	• Curriculum Development	Curriculum Development Centre
	• Education materials	<ul style="list-style-type: none"> • Curriculum Development Centre • Education Boards at High School, College & District levels • Basic Schools
2.	Standards and Assessment	Directorate of Standards and Curriculum
	• Standards	Standards sections at HQ, Province and District levels
	• Assessment	<ul style="list-style-type: none"> • Examinations Council of Zambia • Universities, Colleges and all High and Basic Schools
3.	Teacher Education	Directorate of Teacher Education and Specialized Services
	• Initial Teacher Training	<ul style="list-style-type: none"> • Colleges of Education • Directorate of TESS • Universities
	• Continuous Professional Development	<ul style="list-style-type: none"> • Universities, Colleges and all High and Basic Schools • Teacher Resource Centres
	• Specialized Services	<ul style="list-style-type: none"> • Specialised Education Services Section • Universities, Colleges and all High and Basic Schools
4.	Infrastructure Development	Directorate of Planning and Information
	• Construction	School Infrastructure Section at all levels of operation
	• Rehabilitation	
	• Maintenance	
5.	Distance Education and Open Learning	Directorate of Distance Education and Open Learning
	• Distance Learning	<ul style="list-style-type: none"> • Distance and Open Learning sections at all levels • Universities and Colleges
	• Open Learning	<ul style="list-style-type: none"> • Distance and Open Learning sections at all levels • Universities and Colleges
	• Skills Training	<ul style="list-style-type: none"> • Distance and Open Learning sections at all levels • Universities and Colleges
6.	Equity	Directorates of Planning & Information; Human Resource and Administration; and Teacher Education & Specialised Services.
	• Equity and Gender	<ul style="list-style-type: none"> • Planning and Information • Provinces • Education Boards at District, School and College levels
	• School Health and Nutrition	<ul style="list-style-type: none"> • Planning and Information • Provinces • Education Boards at District, School and College levels
	• Bursary Support	<ul style="list-style-type: none"> • Equity and Gender Section at HQ • Province and Districts
	• Special Education Needs	<ul style="list-style-type: none"> • Teacher Education & Specialised Services at HQ, Province and District • Universities, Colleges and all High and Basic Schools
	• HIV/AIDS	<ul style="list-style-type: none"> • Human Resource / Administration
7.	Policy and Planning	Directorate of Planning and Information
	• Policy, Planning and Research	Policy, Planning and Research Unit
	• Integrated Information Management	EMIS
	• Budget Preparation, Monitoring and Projects coordination	Budgets and Projects Section
	• Decentralization	Education Board Services
	• Support to University Students	<ul style="list-style-type: none"> • Bursaries Committee • Universities
8.	Human Resource	Directorate of Human Resource and Administration at Headquarters, Province and District levels
	• Policy and Management	HR Management Section
	• Capacity Building and Development	HR Development Section
	• Recruitment and Deployment	Administration Section at Hq, Province and District
	• Records Management	Records and Stores Section at all levels
9.	Procurement	Ministry of Education Procurement and Supplies Unit, MEPSU
	• Procurement of Goods and Services	MEPSU
	• Administration, Capacity Building and Monitoring	MEPSU
10.	Institutional Management	Permanent Secretary
	• Strategic Management	
	• Institutional Development	
	• Support to Institutions	
11.	Financial Management, Accounts and Audit	Main Accounts and Audit Section at all operational levels

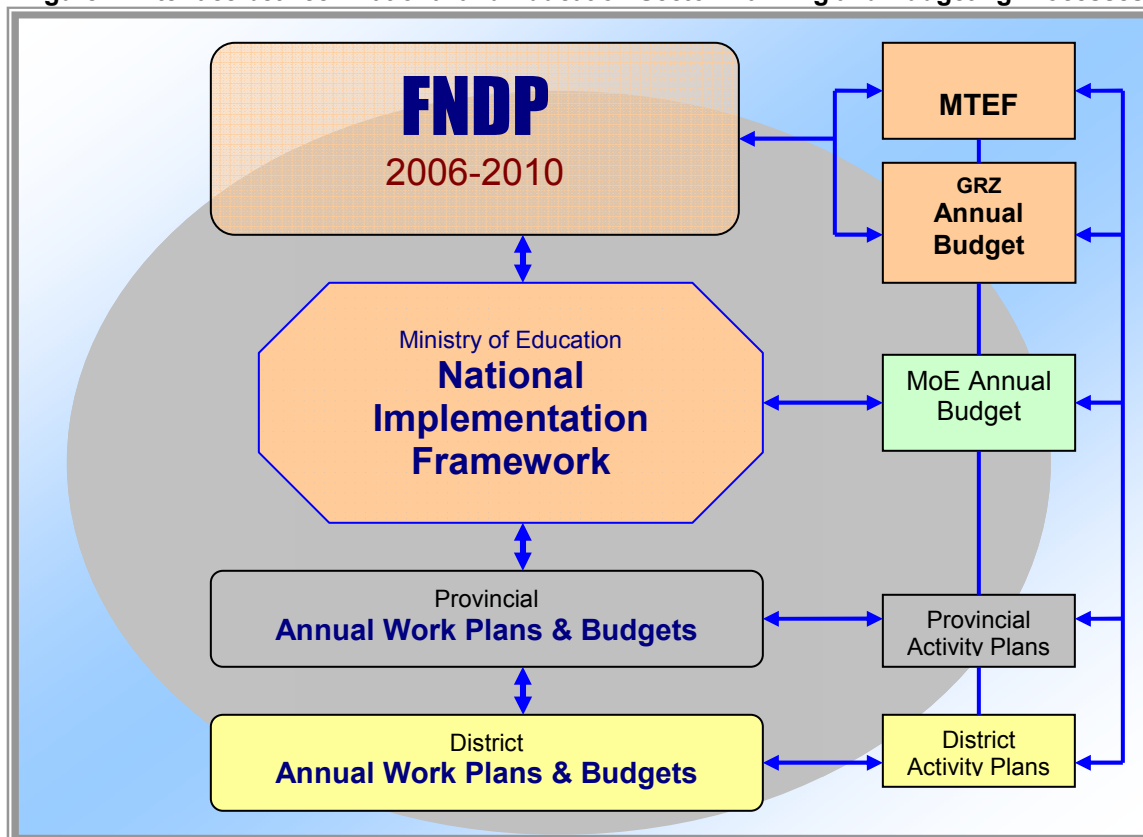
	Programme / sub-programme	Principal Responsibility
	<ul style="list-style-type: none"> Financial Management 	Main Accounts
	<ul style="list-style-type: none"> Internal Audit 	Audit Section
	<ul style="list-style-type: none"> Administration, capacity building and Monitoring 	
12.	University Education	UNZA and CBU
	<ul style="list-style-type: none"> Institutional Capacity Building 	
	<ul style="list-style-type: none"> Multi-sectoral Sponsorship of Research and Development 	
	<ul style="list-style-type: none"> Sponsorship of Educational Research and Development 	
	<ul style="list-style-type: none"> Graduate Training and Staff Development 	

11.4 Planning and Financial Management

11.4.1 Planning and Budgeting Processes

Planning and budgeting will essentially continue to be a collective responsibility within the central government under the Ministry of Finance and National Planning. In this respect, the FNDP will continue to guide the MoE interventions. Within the national context and guided by the NIF, sub-sector-level activities as provided in the NIF shall be the basis of FNDP operationalisation. At the more practical level, Annual Work Plans and Budgets, complemented by the stipulated priorities in the NIF, would guide the year-by-year implementation of the FNDP. Indicative ceilings will be determined for priority sub-sector programmes/activities. Figure 2 shows the interface between national and sector planning and budgeting process.

Figure 2: Interface between National and Education Sector Planning and Budgeting Processes

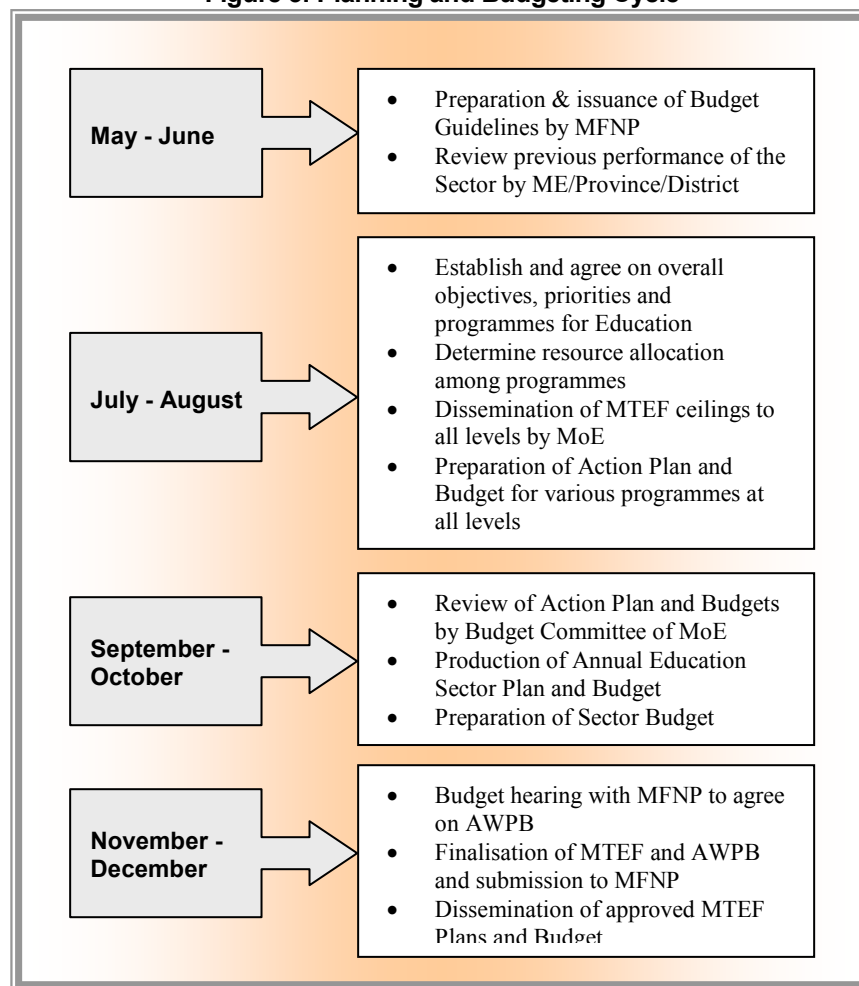


Funds to MoE will originate mainly from two sources, namely, Government and Cooperating Partners. During the FNDP implementation, the Permanent Secretary will be responsible for the Ministry's financial management, supported by the Chief Accountant. The head of each implementing Unit or

education institution will be responsible for the financial management and accounting and will be accountable to the MoE headquarters for all funds disbursed to the respective spending level.

In line with the decentralised arrangement, funds will be disbursed monthly to Provincial Offices and Education Boards based on an agreed resource allocation criteria and funding formula. There will be two allocations to District Education Boards (DEBs), i.e. for Basic schools in the district and for the DEBs offices. Resource allocation formula to DEBs for Basic schools and for District Education Offices will be applied to both Government and external resources. MoE will work towards the improvement of both the disbursement and reporting of state and donor resources with an eye on ensuring that a common framework is used that does not separate the two sources of funding. Consequently, the aim is to work towards the integration of the financing arrangement which would eliminate the current system whereby donor resources are disbursed, accounted for and reported under different systems and different timelines. Figure 3, shows the planning and budgeting cycle.

Figure 3: Planning and Budgeting Cycle



A financial allocation criterion has been developed to ensure that the resources are shared equitably across sub-sectors, levels and programmes. In allocating the resources, there are two major variables used to ensure that funds are shared equitably. These are the 'Foundation Amount' and 'Factored Amount.' Foundation Amount is a fixed amount of money that is allocated to each operational level in the spirit of ensuring that no particular level of education delivery is disadvantaged. For example, all Provincial Education Offices and District Education Offices have the same establishment and incur

similar operational costs. To ensure that equity prevails in the allocation of resource, the factored amount will be reserved to take care of the disparities that exist between regions. The Factored Amount is the difference between the total allocation and the Foundation Amount. The Factored Amount will be allocated to the sub-sectors or operational levels based on the gender parity index, coverage area, pupil enrolments, number of schools in a particular region, including the terrain and distance to head office.

11.4.2 Financial Accounting Systems

Two accounting systems have been employed to capture and categorise financial transactions:

- a) The government Financial Management System (FMS) to account for government funds.
- b) The SunSystems accounting system to account for sector pool funds.

The accounting of the sector plan activities is recorded through a computerized accounting system. The provinces will be linked to the Ministry through the server based at Ministry Headquarters. Initially, only provinces will be linked to the Ministry server but, eventually, once capacity and infrastructure is in place, all the districts will be connected. The information from the SunSystems accounting system will also be linked to the Government FMS.

11.4.3 Annual Work Plans and Budgets

All activities at all functional levels of MoE defined as priorities in the NIF and in consecutive Annual Work Plans and Budgets shall qualify for domestic and external support. The NIF, which is based on sub-sectors, will be used in developing the activities according to the functional areas within the restructured Ministry. Consequently, an overall National Annual Work Plan and Budget will be produced incorporating all work plans from the various levels.

All the activities that shall be implemented annually will focus on the realisation of one or more of the FNDP's objectives during the 2006-2010 period. As a general guide, annual work plans will provide the following details:

- a) Sector objectives/targets;
- b) Programme and its strategic objective(s);
- c) activities covering the FNDP period (2006 to 2010);
- d) Sub-activities, giving yearly activities to be identified by each level of implementation;
- e) Budget, including sources of financing;
- f) Timeline for the specific year;
- g) Annual targets; and
- h) Implementation modality.

The planning cycle for the development of the annual work plans will be as follows:

- a) Development of Education Boards Draft Work Plans and Budgets with inputs from the schools, resource centres, etc. – *District or Institutional level*
- b) Development of Provincial Draft Work Plans and Budgets with the participation of the Education Board Secretaries - *Provincial level*
- c) Development of National Draft Work Plans and Budgets with the participation of the Provincial Education Officers – *National level*
- d) Approval of the work plans and budget for each administrative level – *National level*.

The MoE Annual Work Plans and Budgets will provide the basis for budgetary requests to the Ministry of Finance and National Planning and human resource requests, where required, to Cabinet Office. Financial and Human Resource allocations will then be compared against annual plans, which will be adjusted accordingly.

11.5 Monitoring, Reporting and Evaluation

11.5.1 Monitoring Systems: Broad Considerations

Effective monitoring and evaluation of programme implementation are critical functions of delivery. Firstly, these processes will provide MoE essential data and insights for drawing lessons, priority setting and informed review of implementation processes. Secondly, these processes would offer the assurance to both the Government and Cooperating Partners those resources that are targeted at education sector that resources are being used for intended purposes. Financial monitoring under sector support, in particular, tracks the financial information/data that relate to the allocated resources with a view to maintaining an account of how and where these are applied. Good quality financial monitoring is critical to the effective implementation of agreed FNDP's interventions and to accountability in the use of resources.

Equally noteworthy, the integrity of any recipient government's financial monitoring and reporting has a bearing on the degree to which stakeholders, including donors, may have faith in the system before they can consider providing increased support and under what mode of support (e.g. project, SWAp, direct budget support, etc). Where there are doubts regarding the dependability and transparency regarding resource utilisation, Cooperating Partners have generally tended to create parallel management systems that 'ring-fence' the targeted interventions, thus, threatening the principles of country ownership and alignment that are enshrined in the Paris Declaration on Aid Effectiveness; in Zambia's Aid Policy ad Strategy; and in JASZ.

There is a growing drive globally, also reflected in the FNDP, to move decisively towards results-based monitoring that focuses on agreed targets and results. While monitoring outputs is still important particularly in so far as this allows for easier determination of the efficiency in resource use, it is becoming evident that the real test of effectiveness of interventions depends, to an overbearing degree, on the monitoring of outcomes and impacts. The monitoring system should also have an effective feedback system that allows information to be fed back into the decision-making processes, thus, making it a vital public management tool. Thus, the monitoring systems will provide information on the implementation status of the FNDP programmes that address the education sector interventions at any given time relative to the agreed targets.

11.5.2 FNDP Monitoring and Reporting

The implementation of the AWPBs will be monitored through structured mechanisms and processes at all administrative levels based on agreed annual indicators and targets. The indicators cover four education themes of access and participation, quality, efficiency, and equity. In arriving at these core indicators, caution was taken to ensure that:

- a) They adequately cover and describe the essential outcomes in terms of the four themes above.
- b) They adequately cover the indicators agreed upon in the FNDP, Education for All (EFA), Millennium Development Goals (MDG) and various multilateral and bilateral agreements.
- c) They form the basis for all reporting required internally (within the Ministry) and externally (within the government, the external funding agencies and internationally recognized reports).

Under the FNDP, the performance indicators that will be used on an annual basis for the Education and Skills Development are shown in Table 3.

Table 3: Key Performance Indicators for the Education Sector during FNDP

Key Performance Indicators	Baseline Value 2005	Target Value 2010
Net Enrolment ratio		
(a) Grades 1 – 7	(a) 94.77%	(a) 97.3%
(b) Grades 8 – 9	(b) 23.5%	(b) 48.5%
(c) Grades 10 – 12	(c) 21.32%	(c) 32.6%
Completion Rate		

(a) Completion Rate at Grade 7 (b) Completion Rate at Grade 9 (c) Completion Rate at Grade 12	(a) 80.93% (b) 42.73% (c) 17.55%	(a) 90.0% (b) 65.4% (c) 29.6%
Pupil Teacher Ratio (a) Grades 1 – 4 (b) Grades 5 – 7 (c) Grades 8 – 9 (d) Grades 10 – 12	(a) 80.3 (b) 37.5 (c) 32.5 (d) 21.7	(a) 60.1 (b) 41.1 (c) 36.8 (d) 27.6
Teacher Qualification (a) Grades 1 – 7 (b) Grades 8 – 9 (c) Grades 10 – 12	(a) 98% (b) 98% (c) 31.4%	(a) 100% (b) 100% (c) 50%
Gender Parity Index (a) Grades 1 – 7 (b) Grades 1 – 9 (c) Grades 1 – 12	(a) 0.96 (b) 0.95 (c) 0.81	(a) 0.98 (b) 0.97 (c) 0.82

Source: FNDP

Monitoring the progress and impact of the FNDP educational programmes will be done on a regular basis using various methods. For the education sector, this will be based on the following key performance indicators and targets:

- a) Net Enrolment Ratios;
- b) Completion Rates;
- c) Pupil/Student Teacher/Instructor/Lecturer ratios;
- d) Teacher/Instructor/Lecturer Qualifications;
- e) Gender Parity Index; and
- f) District Education Profile Index (number of districts obtaining agreed minimum levels of performance).

Furthermore, in order to improve upon the reporting and monitoring functions under the NIF, the Ministry will take into account the following considerations:

- a) In monitoring resources that target the NIF interventions, key performance indicators for the various programmes shall be developed.
- b) Reporting requirements at sector and sub-national levels will feed into the overall national reporting system, thus requiring their timing to be synchronized with key national planning cycles that are reflected in the FNDP.
- c) When operating under GBS and SWAp, Cooperating Partners that support the education sector are expected by MoE to increasingly rely upon the Government's financial reporting and monitoring systems.
- d) Impact monitoring system will be the primary target to secure the integrity and developmental relevance of the NIF, focusing on (a) the improvement of relevant data collection; (b) the timeliness and quality of processing, analysis and publication/dissemination of data; and (c) the utilisation of the results from impact monitoring in the periodic reviews of strategies and resource allocation during the Annual Work Plan and Budgets preparations.

Once the education sector's monitoring systems are defined within the FNDP national framework, the fundamental building blocks will have to include the generation of baseline data on the qualitative and quantitative aspects of educational service delivery. This will include, inter alia, the identification of sub-indicators; setting of targets; data collection on identified indicators; data analysis; and, finally, reporting and data use. Capacities are required at all these levels, thus, underscoring the importance MoE shall place on identifying only a limited set of M&E indicators so as not to overload the already limited capacities within the sector.

The FNDP shall remain the reference point for monitoring the performance of the education sector. Consequently, the following tenets shall guide action:

- a) In monitoring education sector performance, the Government and Cooperating Partners will use the performance indicators that are included in the FNDP. Where there is genuine need for the introduction of additional monitoring and/or accountability indicators, these shall be added only with the approval of the MoE.
- b) A common monitoring framework shall be agreed upon between the Government and all major stakeholders, including the Ministry's Cooperating Partners, and the performance indicators shall always be kept simple, specific, measurable, time-bound, achievable, realistic, and easily verifiable.
- c) Cooperating Partners shall rely on the Government's financial reporting and monitoring system and would work towards the simplification of these.

Lastly, in line with the expectations of the FNDP, the impact monitoring system shall be strengthened, focusing on (a) the improvement of the relevance and adequacy of the collected data; (b) the timeliness and quality of processing, analysis and publication/dissemination; and (c) the utilization of impact monitoring results in policy-making and resource allocation. In this regard, the monitoring and reporting functions of all the education sub-sectors will be reviewed periodically to heighten their profile in MoE and to align them better with MDGs and EFA goals and ideals so that they can more effectively monitor the *impact/outcomes* (not just outputs) of the Government's interventions in the education sector.

11.5.3 FNDP Evaluation

There will be a mid-term evaluation of the FNDP performance. In addition, there will be a Joint Annual Review with other stakeholders, including civil society and the Cooperating Partners. Generally, the evaluation system that is going to be complementary to the monitoring system will assist in the determination of the degree to which the set targets and expected outcomes/impact are being achieved. In this regard, FNDP evaluation will complement monitoring in that, when signals from the monitoring processes suggest that the planned interventions for the sector are going off track, the evaluation function will help to point out the causes and suggest corrective measures. In the light of these considerations, it is important to strengthen the evaluation system in a way that will allow it to fully capture the education sector's total public expenditure behaviour *vis-à-vis* the utilisation of resources that target the sector.

11.5.4 Resource Tracking

Resource tracking is an important aspect of implementation and is an integral part of M&E. Efficient resource tracking under the FNDP implementation requires (a) reliable information systems to capture, analyse, and report data on programme implementation; and (b) the establishment of appropriate procedures for joint reviews involving the government, participating Cooperating Partners, and other stakeholders that are involved in the sector. In this respect, the harmonizing donor reporting and monitoring requirements around the MoE's M&E systems will require that the country is able over time to produce data of greater degree of consistency, timeliness, and relevance. More specifically, the MoE will work towards the enhancement of efficient resource tracking, focusing on the following:

- a) The MoE's information and data generation capacity will be strengthened so that accurate, reliable, timely, and user-friendly data that is required for FNDP performance monitoring, in general, and resource tracking, in particular, is readily available and utilised. Economic forecasting, programming and strategic planning, to the extent that they depend on the availability of timely and reliable data, shall be strengthened by improvements in data collection, and analysis. The human resource capacity building in this area will be achieved primarily through training.

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- b) The Ministry will strive to strengthen its policy-relevant management information systems so as to secure data integrity in planning, budgeting and financial reporting. Through the government-wide Integrated Financial Management Information System (IFMIS), which is part of PEMFA, the MoE expects to take advantage of existing advances in IT solutions, focusing on hardware and software acquisition; skills enhancement through training; and communications infrastructure improvement. The input of Cooperating Partners that are in the sector, particularly in terms of Technical Assistance (TA), will be sought at this level.
 - c) The strengthening of the education SWAp financial/budget planning systems, including the setting up of pool funding modality within a broader MTEF, shall be pursued, carefully linking the NIF targets in FNDP to sector-level budget plans. A corresponding effort will be undertaken of building the capacity of lower-level structures to track FNDP financial resources. Furthermore, the Ministry Headquarters will ensure that the resources sent to districts are more predictable and secure. In this regard, the structures at the district and provincial levels will be harmonised within formal existing structures in order to allow for improved and sustainable M&E.
 - d) There is a particular need for the enhancement of the capacity for M&E in the Directorate of Planning and Information at MoE to enable it better track resources for education sector programmes under the FNDP. The Directorate's capacity to develop performance indicators and to follow these up at the level of implementation will, consequently, be enhanced.
 - e) The MoE Senior Management is cognisance of the reality that the SWAp approach could lead to the need to design complex monitoring and resource tracking systems and procedures that, if not properly handled, could lead to the type of pool/basket funding arrangements that may run counter to the Government financial structures, thus, permanently bypassing the treasury system. The proliferation of bank accounts for each sub-sector could also introduce the exact opposite of the anticipated benefits from a better coordinated aid management system. As an initial step, the MoE and its Cooperating Partners will ensure that the procedures and timetables for implementing the education sector interventions under the FNDP are synchronized with the FNDP monitoring and sector-level annual reviews and the programmed FNDP mid-term Review. Thus, the need to dovetail the activities of MoE into the FNDP calendar and the Plan's own performance indicators for the sector is considered by the Ministry to be essential. Thus, the Ministry and its Cooperating Partners will ensure that the links between FNDP's overall fiscal framework and MoE's expenditure planning and targets, as well as its monitoring processes, are properly articulated and harmonized.

Funding Modalities and Operational Procedures

12.1 Funding Modalities

12.1.1 Overview

A brief description of the different categories of funding approaches and modality would put in better perspective the MoE funding modalities during the FNDP. Firstly, *stand-alone projects* characterise the traditional aid modality whereby a donor funds a set of activities that it identifies, often with very little or no input from the recipient government. These projects are usually a product of the donor's own interpretation of what is 'the felt need' of the recipient. At the operational level, the donor usually sets up a Project Implementation Unit (PIU) that is managed as a parallel structure to the existing government system, structures and procedures, including the monitoring and evaluation of project performance. Consequently, under a stand-alone project, externally-funded activities are implemented outside national or sector programmes.

Secondly, under *Sector-Wide Approach (SWAp)*, donors support a single sector policy and expenditure programme, under recipient government leadership, adopting common approaches across the sector, and progresses towards relying on government procedures to disburse and account for all funds. In this respect, support through SWAp arrangements involves arrangements whereby both the recipient government and the donor come together and agree on sector priorities and collectively carry out the sector programme based on country ownership of the process. It is noteworthy that a SWAp (which is a funding approach) does not necessarily imply that there is only one funding modality. Rather, while a diversity of funding arrangements could be employed, these should revolve around commonly-agreed principles and prioritised expenditure framework within a common sector frame. In this respect, funding modalities under a SWAp could include (a) *budget support at the sector level* without any earmarking; (b) *ear-marked sector budget support*,¹⁵ (c) *basket funding* under which contributing donors pool their contributions in a single account to which the recipient government contributes its counterpart funding, thus, allowing for the mingling of resources within the common basket; or (d) a *ring-fenced pool funding* within a basket whereby some donors' contribution may be ring-fenced for particular targeted expenditures (i.e. small baskets within a larger basket). It is not improbable that, in the final analysis and still within the SWAp arrangement, CP contributions are allowed to go through the recipient government treasury to become part of the government budget and, thus, mingle within the larger government-wide management and expenditure guidelines and procedures though the sector resources still remain ring-fenced exclusively for interventions in a given sector.

Lastly, *General Budget Support (GBS)* entails the transfer of funds from a donor government directly into the government budget of a recipient country. The donor funds are merged with the recipient government's own funds, disbursed through the government's own financial systems, and managed by

¹⁵ Under ear-marked sector support, CP funds support the sector policy framework. Financing is through dedicated accounts with conditionalities or performance agreements linked to their release. Under this modality, CPs' contribution to the supported activity's resource envelope is channelled to the recipient government but deposited in separate donor-designated bank accounts although still under the control of, and management by, the Government. Funds are allocated according to prioritised requirements and bilateral agreements between the recipient government and the respective CPs. The allocation of funds to each sub-sector or specific activities is defined in the supported programme's budgets and in its Annual Work Plans.

use of the recipient government's public financial management procedures. An agreement by a CP to the disbursement of funds through this approach is often linked to certain conditions regarding, for example, the budget's coherence with the country's Poverty Reduction Strategy, governance, economic management and the strength of public financial management system. GBS does provide a platform for high-level political dialogue in which donors can influence national policy and the allocation of financial resources. By using government accounting, procurement and audit systems, donors gain the right to scrutinise and seek improvements to those systems and to insist that issues such as good governance (including corruption) are addressed.

Against the above background, the Government has developed its *Aid Policy and Strategy*.¹⁶ In this policy document, direct budget support and SWAs, in that order, are explicitly stated as the preferred modality for external assistance. Notwithstanding this preference, the Government recognises that there is room for projects as long as these are in line with its stated priorities as guided by such planning instruments as MTEF, PEMFA and the National Development Plan.

Furthermore, the Government, inspired by the Rome Declaration on Harmonisation, initiated focused dialogue with CPs around the most effective way to make aid more effective through, inter-alia, the minimisation of transaction costs associated with external assistance. The Harmonisation in Practice (HIP) Initiative summarises Government and CPs effort in this area. An Action Framework was signed in March 2003 between the Government of Zambia and Directors General of the main cooperating partners. The HIP Initiative and the dialogue around it resulted in the inclusion of more CPs and was, thus, re-named Wider Harmonisation in Practice (WHIP). Most major donors in Zambia have since acceded to the MoU.

Donor preparedness to harmonise their support to Zambia has more recently found expression through the collective effort to prepare the Joint Assistance Strategy for Zambia (JASZ) in line with the principles that are enshrined in the WHIP Initiative and the Paris Declaration on Aid Effectiveness, the later having been signed by all major donors and recipient/partner countries, including Zambia, in March 2005. The intermediate objective of the JASZ is to build an effective development partnership by strengthening national ownership and Government leadership of the development process; aligning donor support to Government priorities, systems and procedures; harmonising Government and Development Partner processes; managing resources for development results; and ensuring mutual accountability. Under JASZ, a 'lead partner' is appointed in each sector, thematic area and sub-sector to lead and coordinate the support and contributions to sector/thematic dialogue of other Partners that are active in that area. In all sectors, two or three donors have been identified as leads. Prior to JASZ, the education sector had at least 13 bilateral and multilateral agencies. The JASZ has led to the nomination of 2 lead agencies (Irish Aid and the Netherlands), and the withdrawal of 2 agencies (Canada and Finland). Consequently, there remain 10 Cooperating Partners now active in the education sector, i.e. Denmark, Dfid, EC, Ireland, JICA, Norway, Netherlands, UN system (ILO and UNICEF), USAID and the World Bank.

12.1.2 Funding Modalities during FNDP

Currently, there are nine Cooperating Partners providing support to the MoESP through the pool, while the others provide project support. Two pool Cooperating Partners have already withdrawn from the sector in line with the division of labour in the JASZ, while at least three Cooperating Partners will move out of the pool to General Budget Support. It is the MoE expectation that the remaining pool Cooperating Partners will also migrate to a form of budget support in the course of the FNDP period. The MoE and Cooperating Partners shall sign a new Memorandum of Understanding (MoU) that would govern external support to the sector during the FNDP period, reflecting, inter alia, the funding modalities to be agreed. Overall, it is expected that the MoU will provide for the best way donor funding

¹⁶ The Policy document was approved by Cabinet in May 2007.

under the ‘pool’ arrangement will be integrated with the Government system of funding and financial management. The existing arrangement has been proven to be cumbersome and worsens the transaction costs. In spite of adopting a ‘pool funding’ modality, the budget system in the education sector remains split in two separate lines, one for Government funds and one for resources from Cooperating Partners. Whereas the Government funds are part of the annual mainstream state budget, the Sector Pool funding from donors is budgeted for specific programmes that include many items covering basic, secondary and tertiary education. It is the Government position that this dualistic approach to financing the sector is unjustified as the fiduciary risk often cited is increasing being reduced through the introduction of Integrated Financial Management Information System (IFMIS). The education sector’s separate accounting systems under the Sector Pool arrangement will, thus, have to be discontinued.

In line with the Aid Policy and Strategy (see Box 3), Cooperating Partners are required to progressively move towards assisting the Government through General Budget Support. Consequently, the Ministry expects that a number of Cooperating Partners will no longer financially support MoE directly but through General Budget Support with effect from 2008. However, MoE notes that a rapid move away from the pool may undermine some of the basic operations of the education sector delivery system. In this regard, a scaled-down common pool that will operate more in line with the Government systems will be accommodated during the transitional period with the hope that a fuller alignment with the Government’s preferred modalities would be attained by 2010. This will require a revision of the existing guidelines for pool financing, based on lessons learned from the PETS.

Box 3: Zambian Government Policy towards External Resource Acquisition

1. The Government shall continue to abide by internationally agreed principles of accountability, good governance, social justice, transparency and the respect of the rule of law. To realize these ideals, the Government shall continue to strengthen its capacity to reform the country’s economic and political systems.
2. The Government expects cooperating partners to raise Zambia’s per capita ODA level to effectively contribute towards the attainment of the Millennium Development Goals and the National Development Plan targets. In addition, the Government shall pursue a prudent financial acquisition and management system and facilitate a shift in the profile of external assistance towards more grant support as opposed to loans.
3. In order to enhance efficiency and to reduce transaction costs as well as to strengthen local ownership of development programmes, the Government encourages its cooperating partners to progressively move towards *Direct Budget Support*. The Government shall facilitate this through the use of the National Development Plan as the basis for discussions on direct budget support. An appropriate performance monitoring framework shall be put in place.
4. The Ministry of Finance and National Planning shall be the entry point for all public financial resources from external sources. Direct resource transfer from cooperating partners to line ministries or to the lower levels of Government shall require the approval of the Ministry of Finance and National Planning. Effective reporting/disclosure systems shall be developed so that the Government is enabled to capture all external support to the country.
5. The Government shall work towards effective harmonisation of aid that is routed through its system and that which is acquired by non-state actors. This shall be ensured through better capturing in national statistics of all external assistance that Zambia receives.
6. The Government shall strengthen its capacity for effective collaboration between the Ministry of Finance and National Planning and sector ministries.
7. The timing of financial commitments by the country’s cooperating partners shall be aligned to the Government’s planning cycle while actual disbursements shall be synchronised with the national budgets. This would ensure the availability of external resources when they are required.
8. The Government shall demonstrate its commitment to wealth creation and poverty reduction, guided primarily by the National Development Plan, the Millennium Development Goals (MDGs) targets, and the Human Poverty Index. In this respect, the Government shall target both domestic and externally-derived resources to those key sectors that more

directly contribute to the attainment of the MDGs, particularly basic education, health, food security, water and sanitation, HIV and AIDS, private sector development, and gender equality.

Source: *Zambia: Aid Policy and Strategy* (Approved by Cabinet in May 2007)

Pool Funding: Under the pool modality, contributions from Cooperating Partners will be channelled directly to MoE and deposited in a common bank account, under the control and management of the MoE. Actual resource disbursements to the sub-sector activities will be defined in accordance with the Annual Work Plans and Budgets as guided by the NIF. All funds of the Sector Plan will be managed under a common Integrated Financial Management Information System (IFMIS). The integration of the accounting systems under IFMIS will result in the development of common reporting and financial management information system. Progress and Financial reports from the Provinces and Boards will, thus, be submitted through the respective institutional arrangements on a monthly basis. These reports will be compiled into integrated annual reports at national level.

Project Support: In accordance with the Aid Policy and Strategy, this mode of external support should progressively be reduced to the extent that it often results in the setting up of structures that run parallel to the Government one and, consequently, contradict the emerging considerations regarding aid effectiveness that stress country ownership, alignment and harmonisation. Notwithstanding this, the MoE recognises the value of specific project interventions, provided that they are aligned with MoE priorities. MoE expects projects from bilateral Cooperating Partners and international NGOs to comply with Ministry procedures and systems as much as possible.

Technical Assistance: Technical assistance (TA) will continue to be provided under the NIF in line with the principles of the Aid Policy and Strategy, i.e. by pooling resources for TA defined by MoE and using Government systems for both its procurement and management. Even where contracting procedures of the Cooperating Partners are used, the TA input shall be demand-driven and, hence, will be determined by MoE. The provisions of the Zambia's Aid Policy and Strategy shall be used in the utilisation of this specialised component of external assistance.

12.2 Operational Procedures

12.2.1 Release of Funds by co-operating partners

The existing Memorandum of Understanding (MoU) between the Government and Cooperating Partners supporting the education sector will be reviewed and aligned with the Aid Policy and Strategy provisions and the JASZ principles. The MoU will outline the operational procedures for support under different funding modalities. It will also refer to the education sector JASZ Management and Coordination Guidelines which specify the internal and joint arrangements for dialogue between MoE, Cooperating Partners and international NGOs.

Financing of the NIF

13.1 Introduction

The financial framework presents the resource requirements for the sector for the period of the implementation of the FNDP. Included in this chapter are some of the major performance targets and policy assumptions that have been taken into account in arriving at cost estimates for the NIF. The approach used entailed estimating the total resource envelope required for the FNDP period and set against the required recurrent and capital costs. Appendix 2 presents the used detailed *Simulation Model and Projection Results*.

13.2 Resource Requirement Projections

The total resources required to reach major sector targets have been estimated up to 2010. The cost projections have been formulated for each sub-sector and take into account projected sub-sector enrolments, projected sub-sector teacher requirements and the recurrent costs of running a particular sub-sector. The total required amount for the FNDP period is shown in Tables 4.

Table 4: Summary of the total required Resources by Sub-Sector

Sub-Sector	Budget in Billions (Kwacha)		
	2008	2009	2010
ECCDE	2	3	5
Basic Education	1,390	1,704	2,016
Literacy Education	0.3	0.3	0.3
High School Education	344	392	447
Tertiary Education: Teacher Training	75	56	48
Tertiary Education: University	288	299	301
Management and Administration	105	137	159
Total	2,205	2,591	2,976

Basic education takes the largest share of required total required resources of 63% in 2008 and this is expected to rise to 67.7 % by 2010 (Table 5). High school education is at an average of 15% over the 2008-2010 period, while literacy education will receive 0.01%. Tertiary education has been split into teacher education and university education, which account for 2% and 11%, respectively. Administration and management for the whole sector shall receive an average of 5% of the resources during the 2008-2010 period.

Table 5: Percentage Allocation of Total Required Resources by Sub-sectors

Sub-Sector	Percentage Allocation		
	2008	2009	2010
ECCDE	0.09%	0.12%	0.17%
Basic Education	63.06%	65.76%	67.74%
Literacy Education	0.01%	0.01%	0.01%
High School Education	15.61%	15.13%	15.02%
Tertiary Education: Teacher Training	3.40%	2.16%	1.61%

Tertiary Education: University	13.07%	11.54%	10.11%
Management and Administration	4.76%	5.29%	5.34%
Total	100%	100%	100%

The total required resources are further broken down into recurrent and capital costs. Table 6 shows the required recurrent costs for 2008-2010 period.

Table 6: Summary of the total required Recurrent Resources by Sub-Sector

Sub-Sector	Budget in Billions (Kwacha)		
	2008	2009	2010
ECCDE	2.2	2.5	2.9
Basic Education ¹⁷	1,203	1,350	1,411
Literacy Education	0.3	0.3	0.3
High School Education	229	262	297
Tertiary Education: Teacher Training	35	36	38
Tertiary Education: University	238	249	261
Management and Administration	83	87	91
Total	1,790	1,986	2,101

NB: Figures are in current 2006 prices. Inflation adjustments are required when formulating annual budgets

Basic education takes the largest share of required recurrent resources, at an average of 70% over the 2008-2010 period, while high school education accounts for about 15% (Table 7).

Table 7: Percentage Share of Required Recurrent Resources by Sub-Sector

	2008	2009	2010
ECCDE	0.1	0.1	0.1
Basic Education	71.1	71.7	70.8
Literacy Education	0.0	0.0	0.0
High School Education	13.5	13.9	14.9
Tertiary Education: Teacher Training	2.1	1.9	1.9
Tertiary Education: University	8.3	7.8	7.7
Management and Administration	4.9	4.6	4.6
Total	100	100	100

Currently, there is no finalised strategy on ECCDE and Adult literacy Education. Hence, the costs presented in this financing framework would be increased in the future years after policies for these sub-sectors are clearly defined and approved. Table 8 gives a summary of capital resource projections over the remaining period of the FNDP.

Table 8: Summary of Capital Resource Projections by Sub-Sector

Sub-Sector	Budget in Billions (Kwacha)		
	2008	2009	2010
ECCDE	0	0	2
Basic Education	188	355	605
Literacy Education	0	0	0

¹⁷ Cost Projections for Community Schools have been included in Basic Education sub-sector projections.

High School Education	115	130	150
Tertiary Education: Teacher Training	40	20	10
Tertiary Education: University	50	50	40
Management and Administration	22	50	68
Total	415	605	875

13.3 Allocation to Programmes and Activities

13.3.1 Resource Projection Assumptions

As opposed to the last MoESP, the NIF does not allocate resources to programmes as this will be done on an annual basis when formulating the Annual Work Plan and Budget after determining the volume of activities within the programmes. However for the Infrastructure Programme, estimates have been formulated in the capital resource projections. Table 9 shows the main targets and parameters that lie behind the resource projections in each sub-sector. 2006 has been used as the baseline for the purpose of projecting the required resources while 2015 has been picked as the target year.

Table 9: Main Targets and Parameters for Resource Projections

Baseline 2006	Targets by 2015	Parameters/Assumptions
Middle Basic Education (Grade 1-7)		
(a) Completion rate 85 percent (b) Share of repeaters 7.1 percent (c) Enrolment in community schools 14 percent of total (d) Subsidies to community schools on per pupil base 40 percent of GRZ/GA schools (e) Spending on non-PE proportion is 10 percent of total recurrent spending (f) Teacher attrition rate 6.9%	(a) Completion rate 100 percent (dropout rate 0 percent) (b) Double-shifting at grade 1-4 eliminated (c) Share of repeaters reduced slight to 5 percent (d) GRZ/GA/private gradually take over community schools and by 2015 Enrolment in community schools is 10 percent of total enrolment (e) Teacher attrition rate decreases to 5% (f) Subsidies to community schools on per pupil base same as GRZ/GA schools (g) Spending on non-PE proportion reaches 25 percent of total recurrent spending (h) Teacher salary increase same as GDP/capita increase	(a) Private/church/other schools enrolment increased to 5 percent of total (b) Teacher attrition rate r 5 percent (c) Teaching-non teaching staff ratio remains at 6:94. (d) Standard class size is 40 pupils (e) All 7-10 year olds out-of-school age children are absorbed in the school system in 2008
Upper Basic Education (Grade 8-9)		
(a) Transition rate from grade 7 to 8: 52 percent (b) Share of repeaters: 7.1 percent (c) Enrolment in community schools 0.3 percent of total (d) Subsidies to community schools on per pupil base 40 percent of GRZ/GA schools	(a) Transition rate from grade 7 to grade 8 reaches 78 percent (b) Share of repeaters reduced to 3 percent (c) Dropout rate 0 percent (d) Subsidies to community schools on per pupil base same as GRZ/GA schools	(a) Private/church/other schools enrolment increases to 8 percent (b) Enrolment in community schools reduces to 0.3 percent of total enrolment (c) Teacher attrition rate decreases to 3 percent

Baseline 2006	Targets by 2015	Parameters/Assumptions
(e) Spending on non-PE proportion is 10 percent of total recurrent spending (f) Teacher attrition rate 6.9%	(e) Spending on non-PE proportion reaches 30 percent of total recurrent spending (f) Teacher salary increase same as GDP/capita increase	(d) Teaching-non teaching staff ratio remains at 6:94. (e) Standard teaching workload is 20 hours per week. (f) Standard instruction time is 25 hours per week (g) Standard class size is 40 pupils
High School Education (10-12)		
(a) Transition rate from grade 9 to grade 10: 38 percent (b) Repetition rate 3% (c) Enrolment in community schools 0 percent of total (d) Teacher attrition rate 6.9% (e) Spending on non-PE proportion is 5.3 percent of total recurrent spending	(a) Transition rate from grade 9 to grade 10 is at 38 percent (b) Repetition rate drops to 1.5% (c) Dropout rate 0% (d) Spending on non-PE proportion reaches 30 percent of total recurrent spending (e) Teacher salary increase same as GDP/capita increase	(a) Private/church/other schools enrolment remains at 8.9 percent to 15 percent of total enrolment (b) Enrolment in community schools remains 0 percent of total enrolment (c) Teacher attrition rate remains at 5 percent (d) Teaching-non teaching staff ratio remains at 6:94. (e) Standard teaching workload is 20 hours per week. (f) Standard instruction time is 30 hours per week (g) Standard class size is 35 pupils
Tertiary Education: Teacher Training		
(a) Duration of training is 2 years. (b) Unit cost is 60 percent of GDP per capita	(a) Duration of training remains 2 years (b) Unit cost increases the same rate with GDP/capita increase	All teachers are trained at public TTCs.
Tertiary Education: Universities		
(a) Total public enrolment is 12,000 (b) Unit cost is about 4.6 times GDP/capita	(a) Total public enrolment remains (b) Unit cost increases the same rate with GDP/capita increase	Total enrolment increase in private universities

13.3.2 Enrolment at Middle Basic Level (Grade 1-7)

The size of total enrollment is one of the most important determinants of the required resources. The enrollment is firstly determined by the school age population, which is estimated to be growing at 2.5 percent annually. The major development target at this level is to reach 100 percent grade 7 completion rate by 2010, from the current level of 85 percent. The evolution of targeted grade 7 completion rate is illustrated in Figure 4. The dropout rate will need to be reduced to zero in the projection period in order to reach the 100 percent completion rate by 2015. It is estimated that 7 to 13 years old population will increase from 2,098,522 in 2004 to 2,397,229 in 2015. The evolution of enrollment at lower to middle basic level is illustrated in Figure 5 There will be a total of over 2.7 million grade 1-7 pupils by 2015, rising from the current 2.2 million. The key policy assumption is to absorb all age 7-10 out-of-school children to enter grade 1 in 2008. This will create an enrollment "bulge". This "bulge" will go through

the system until the cohort exist the system in 2014. This is also reflected by the gradually decreased GER over the projected period.

Figure 4: Evolution of targeted grade 7 Completion Rate

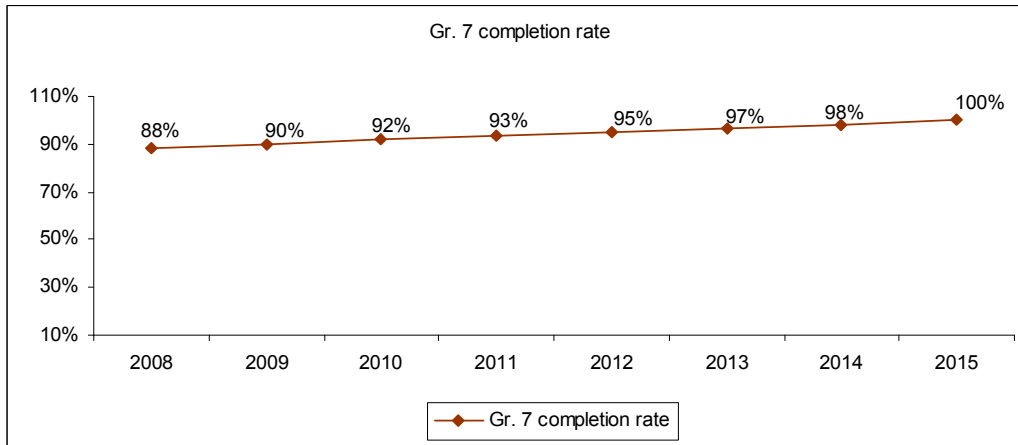
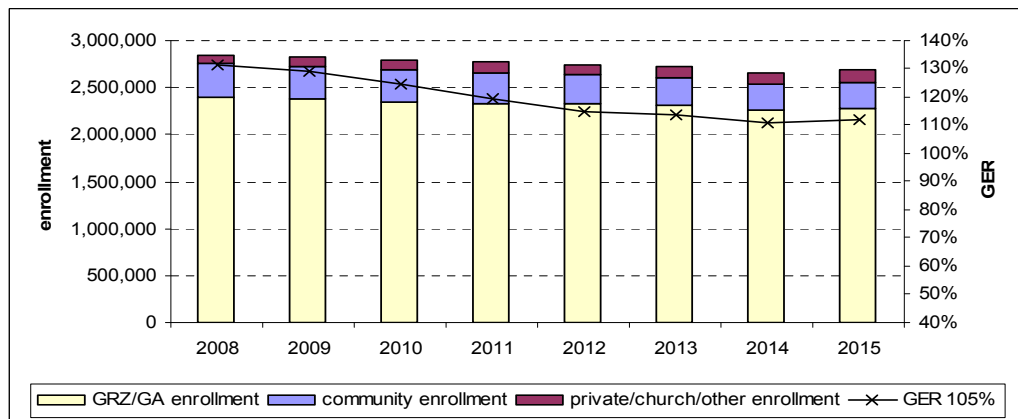


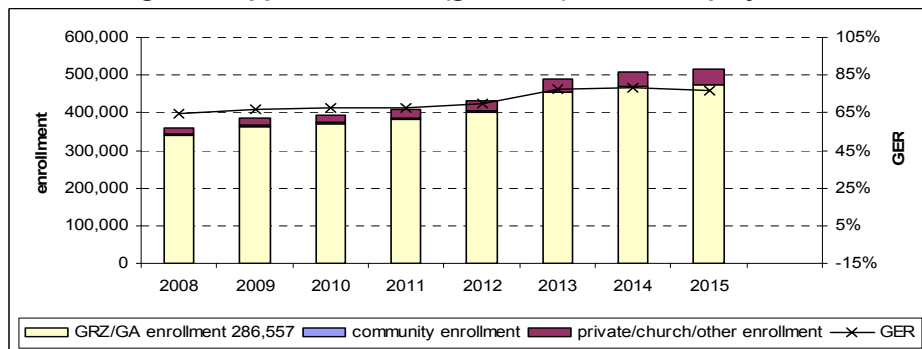
Figure 5: Lower to middle basic level (grades 1-7) Enrolment projection



13.3.3 Enrolment at Upper Basic Level (Grades 8-9)

Large enrolment increase will be seen at upper basic level, with the transition rate from grade 7 to grade 8 aimed at 78 percent and survival rate to grade 9 at 100 percent by 2010. It is estimated that the total enrolment in grade 8 and 9 will be increased to over 516,143 from about 313,000 currently. The GER at this level will be increased from the current 46 percent to 76 percent in 2010. The steep increase of enrolment at this level is clearly shown in figure 6. It should be also noted that the enrolment bulge mentioned earlier will also ripple through the system and the GER can increase at this level without signification increase of transition rate between grade 8 and 9 for a few years.

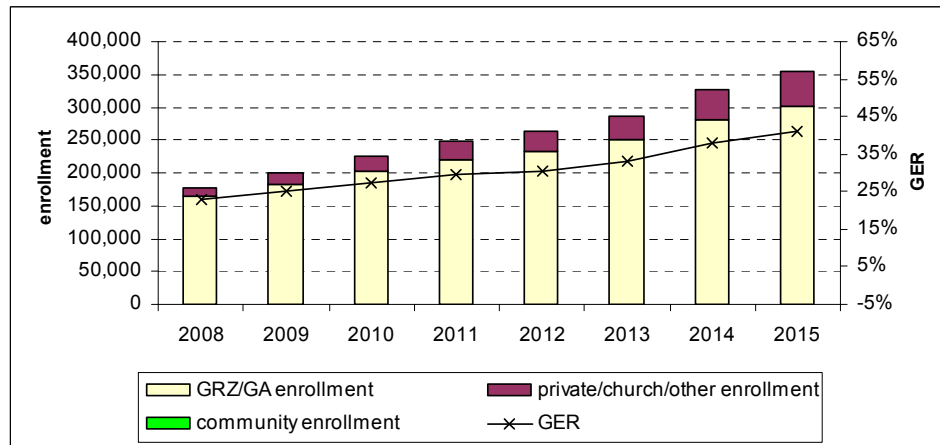
Figure 6: Upper basic level (grade 8-9) Enrolment projection



13.3.4 Enrolment at High School Level (Grades 10-12)

High school enrollment evolution is determined by the transition and completion rate targets from grade 9 to grade 10. Given the great expansion of grades 8-9 enrollment during this period, the transition rate between grade 9 and 10 may not be able to remain due to limited school places at this level. A slightly lower transition rate target of 50 percent by 2015 is used to project the enrollment at high school level. Nonetheless, the total enrollment is projected to increase from 186,000 in 2007 to 354,384 in 2015 (Figure 7).

Figure 7: High School Level (Grade 10-12) Enrolment Projection



13.3.5 Teacher Needs and Teacher Training

Teacher needs are determined by the total enrollment together with pupil-teacher ratio targets. One key sector objectives is to eliminate double-shifting of teachers from grade 1-7 by 2015. At grade 1-7, as teachers teach classes as opposed to subjects, pupil-teacher ratio is determined by class size and average number of classes teachers teach. With standard class size of 40 pupils per class, and the objective of eliminating double-shifting of teachers, the targeting pupil-teacher ratio (PTR) is 40:1 by 2015.

From grade 8 onwards, pupil teacher ratio is determined by the formula of:

$$\text{PTR} = \frac{\text{class size} \times \text{number of teaching hours per week per teacher}}{\text{number of instruction hours per week per student}}$$

At upper basic level, with 40 pupils per class, 25 hours instruction hours for students and 20 hours of average teaching load for teachers, the targeting pupil teacher ratio is 32:1 by 2015. Similarly, at high school level, with a smaller standard class size of 35 pupils, 27.5 hours instruction time for students and 20 hours of average teaching load for teachers, the targeting pupil-teacher ratio is around 25.5 to 1. Currently, teachers at upper-basic level and high school levels are teaching too fewer hours on average, resulting in less-than-optimal teaching load and lower than standard pupil teacher ratio. The key targets at these levels are to reach standard PTR of 32 to 24 pupils per teacher gradually.

The PTR targets at lower basic to high school levels are shown in Figure 8. Together with enrollment projections, the demand for teachers at each level is presented in Figure 9. It is projected that the total number of teachers will reach over 56,000 by 2015 for grade 1-7, nearly 15,000 for grade 8-9, and nearly 11,000 for grade 10-12, representing over 45 percent increase between 2007 and 2015, or averaging over 3,000 additional teachers each year during the projection period.

Figure 8: Pupil-Teacher Ratio Targets

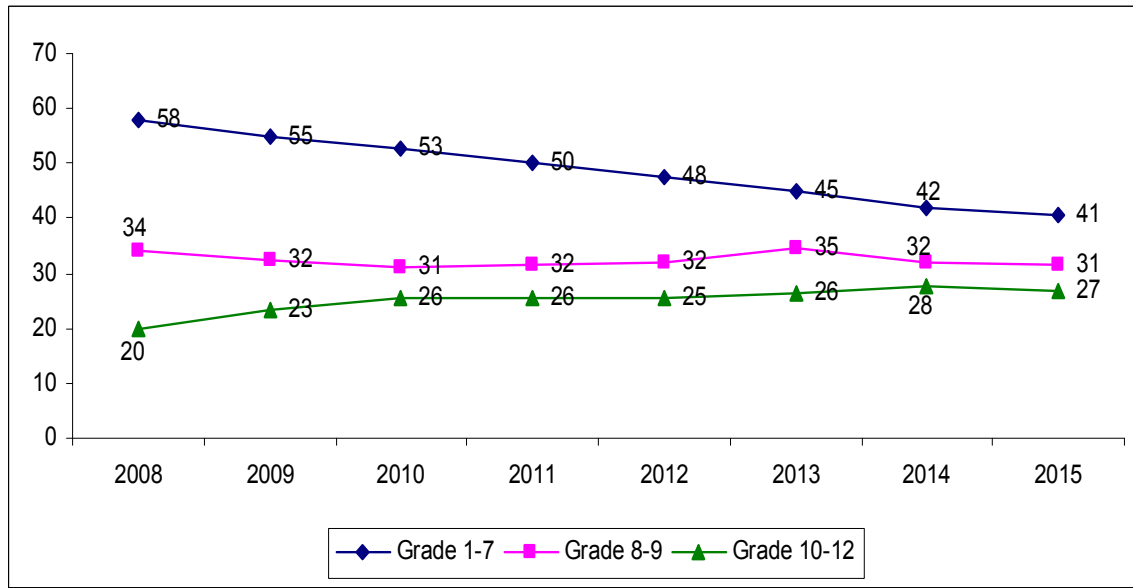
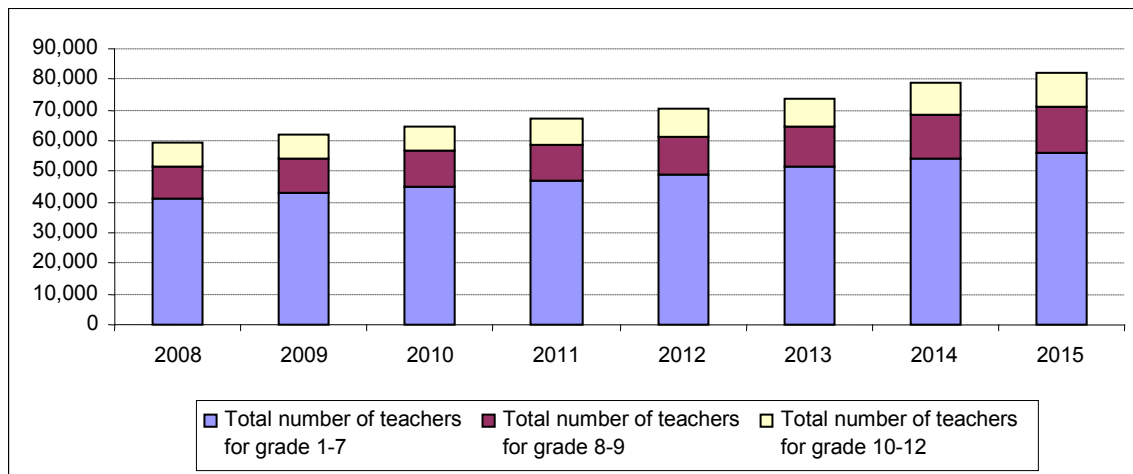


Figure 9: Projected number of teachers



The increasing need for teachers will require increasing supply at this level. Teacher training output is aimed at meeting three needs: replacing teacher attrition, increasing total number of teachers to cater for increasing number of enrollment, and reaching targeted pupil-teacher ratio. Another important factor to consider during planning is that teacher training output should be kept relatively stable from year to year to ensure better efficiency in utilizing teacher training resources. It is estimated that about 6,400 new teachers should be employed to meet all the needs above.

The duration of training and output requirement determines the total enrollment needed at teacher training colleges. If teacher training remains a 2-year programme, the total enrollment of teachers training will increase to over 16,000. It needs to be noted that increasing required teacher training duration from 2 to 3 years implies that, with the same annual output, teacher training capacity needs to increase by 50 percent. This has important recurrent and capital cost implications. Total enrollment in teacher training colleges needs to increase from 16,000 to 24,000.

13.3.6 Unit Cost and Total Recurrent Cost

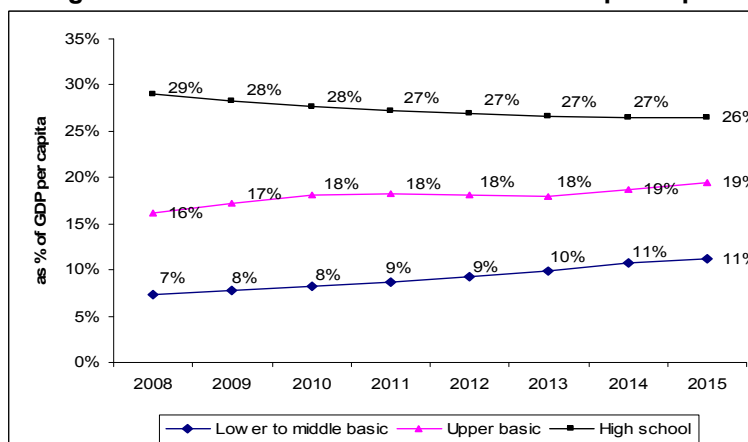
In addition to teacher and non-teacher staff remuneration, which is assumed to keep pace with GDP per capita increase, the non remuneration spending is essential for other educational inputs such as teaching and learning materials, school grants, items that directly affect the quality of learning and service delivery. The non remuneration spending estimates take into consideration the Government’s commitment in education quality improvement, which particularly is reflected in recent years with increased non salary spending in the form of school grants.

The projection assumes that, at lower to middle basic level, the non-salary spending will increase from around 10 percent to 25 percent of total recurrent spending. At upper basic and high school levels, the proportion increases from 10 percent to 30 percent. In addition, as community schools are playing more important roles in overall service delivery, community schools starts to receive Government subsidies equivalent to Government/GA schools on per pupil basis.

The unit cost evolution as percentage of GDP per capita in each sub-sector is presented in Figure 10.¹⁸ The unit cost at lower to middle basic level will gradually increase due to decreasing PTR from the current level to 40:1 and the elimination of double-shift teaching, together with increased non-PE expenditure to meet the needs for teaching and learning materials and other operations cost through school grants. The decreasing unit cost at upper basic and high school level reflects the increased efficiency of resource utilization through maintaining the minimum teaching loads and better deployment of teachers at these levels.

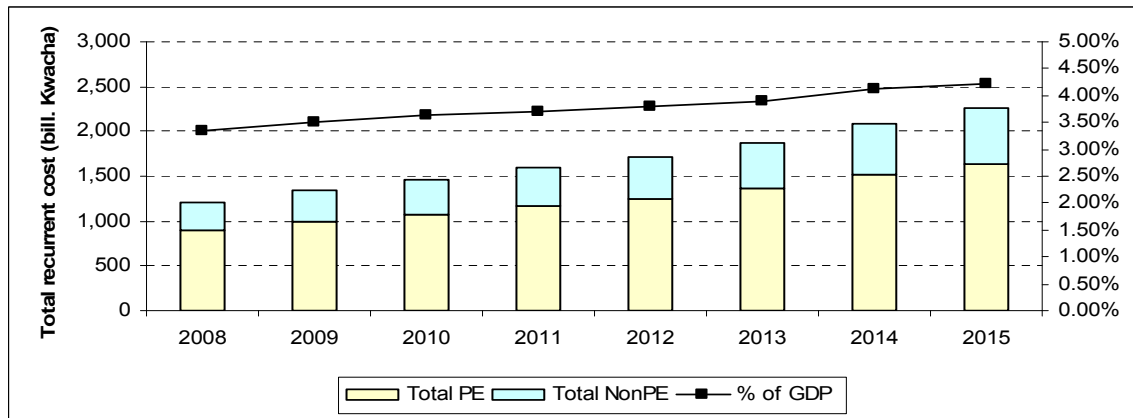
Total recurrent cost estimates at teacher training and university level are based on the constant proportion of unit cost and GDP per capita. Given these parameters, total recurrent cost estimation is shown in Figure 11. The projection shows that, to reach the sector targets, the cost investment in recurrent spending will have to reach 4.2 percent of GDP by 2015.

Figure 10: Evolution of Unit Cost as % of GDP per Capita



¹⁸ The unit cost calculations include both GRZ and donor resources in the starting year. High school unit cost calculation in the starting year is based on GRZ/GA schools only, excluding APU enrolments.

Figure 11: Projected total recurrent cost and as % of projected GDP



13.3.7 Classroom Construction and Investment Cost

The Ministry is to enrolling all 7 year olds in grade 1 from 2008, it is expected enrolment at basic education level will rise to an average of 2.9 Million students in GRZ schools by 2010. As at 2006 there were only 22,567 classrooms existing and about 250 are expected to be constructed in 2007 bring the total to 22,817 classrooms by the end of 2007. For the FNDP period about 8,500 classrooms will be constructed at a total cost of K525 Billion.

The newly constructed classrooms will also need to be furnished with 180,000 double seater desks at a cost of K75 Billion of which K48 Billion is required in the first year. The Ministry will have to construct 4000 staff houses over the next three years at a cost of K405 Billion.

For high school infrastructure, there is need to complete construction of the schools that begun in 2007. The cost of completion is K100 Billion per annum up to 2010. The Ministry will also construct special rooms such as laboratories in the newly upgraded high schools and carryout rehabilitation works.

Nkrumah and COSECO which will begin to offer degree programmes from 2008 and thus there is urgent need to expand the existing infrastructure. Each college will require about K10 each for constructing additional infrastructure. For establishing Mulakupikwa College into a full fledged college K50 billion is required over a three year period.

The third university will need to be funded \$17.5 Million which means that K70 Billion is required over the next three years. A total of K50 Billion and K20 Billion will be required for capital costs for CBU and UNZA respectively.

In order to retain teachers particularly in rural areas, there is need to facilitate teachers to obtain loans for purchasing household, vehicles and solar panels. To achieve this Ministry will set up revolving funds at provincial and district levels where teachers can apply for these loans.

The Way Forward: Opportunities and Challenges

14.1 Overview

During the implementation of the NIF as an instrument that is meant to guide actions in the operationalisation of the FNDP, there are a number of opportunities that the Government can take advantage of. There are also numerous challenges and risks that the Government and its stakeholders will have to overcome. These elements are outlined below.

14.1 Opportunities

The Government and all actors that are expected to contribute to the attainment of the NIF objectives can take advantage of the following opportunities:

- a) The expressed strong political will of the Government to implement the FNDP.
- b) The existence of a committed and reform-oriented Team at the top of the Ministry of Education leadership.
- c) The high priority the Government has given to the education sector in the FNDP.
- d) The buoyancy of the Zambian economy and the resultant capacity of the country to meet a substantial part of the NIF financial requirements.
- e) Considerable goodwill from Cooperating Partners given their desire to be guided by the FNDP as expressly stated in the Joint Assistance Strategy for Zambia (JASZ).
- f) The existence of far reaching reforms at the macro level that are supportive of the ideals and principles of effective planning and application of development finance (e.g. FNDP, PEMFA, IFMIS, MTEF, etc.).
- g) The strong desire by civil society organisations and non-state actors to play their part in educational service delivery as demonstrated by their inclination to positively contribute to the process of developing the NIF.

14.2 Challenges

The challenges that could face the Government in the implementation of the NIF include the following.

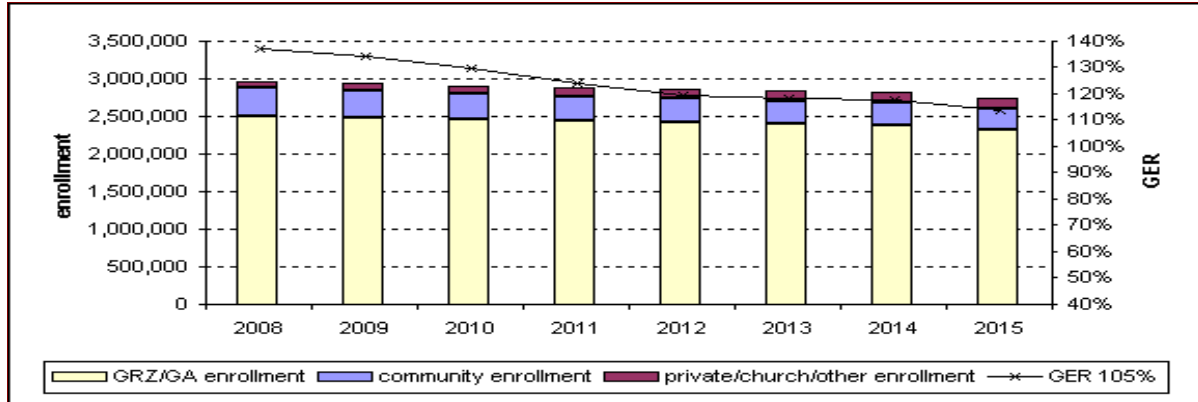
- a) To make the key stakeholders and actors understand the content and meaning of the NIF's policy objectives and clearly defining their respective roles in its implementation. The capacity of the Directorate of Planning and Information to do this in a sustained manner is crucial.
- b) Related to (a) above is the need to address the challenges that come with the advocacy for broad-based participation. The success of NIF implementation is largely dependant on the extent to which citizens participate in its operationalisation. Such support must be deliberately and carefully mobilised among all critical actors, especially local communities, civil society based organizations, traditional authorities, political leaders, civil service bureaucrats, and the private sector. Smart partnerships through PPP will have to be developed and nurtured especially in those areas (e.g. school infrastructure development) where opportunities for such arrangements are considerable.

-
- c) To sustain the current political commitment to the implementation of the NIF by way of ensuring that the requisite systems and structures are created. In line with this is the challenge of ensuring that the MoE organisational structure, processes and systems are reformed - and approved - as quickly as possible to allow the sector achieve its broad objectives.
 - d) To mobilize adequate human, technical and financial resources for the implementation of the decentralization policy. The development and recruitment of sufficient teachers/trainers to meet national demand as projected in the NIF is particularly important. Related to this is the challenge of sustaining continuous capacity building for all stakeholders to professionally implement the NIF. In particular, one challenge that has to be addressed as a matter of urgency relates to the building and sustaining of nation-wide capacity (not only within the MoE) to develop the required level of infrastructure that is so strategic to both the qualitative and quantitative requirements of educational service delivery.
 - e) To guarantee sustainable financing of lower-level institutions in the spirit of the Decentralisation Policy whose operationalisation instrument (the Decentralisation Implementation Plan - DIP) has been developed but which is yet to be approved by Cabinet.
 - f) To enforce compliance with government procedures, in general, especially those related to fiduciary considerations, including transparent accounting through effective tracking of resource use/application as well as streamlined and transparent procurement system.
 - g) To ensure that Cooperating Partners remain committed to the JASZ principles especially with respect to the importance of reducing transaction costs associated with, for example, the harmonisation of their financing modalities to the education sector, focusing more on fuller integration of Government and donor resources.
 - h) To ensure that cross cutting issues that include gender, environment, HIV/AIDS and equity considerations are effectively mainstreamed into the NIF implementation processes.

Appendices

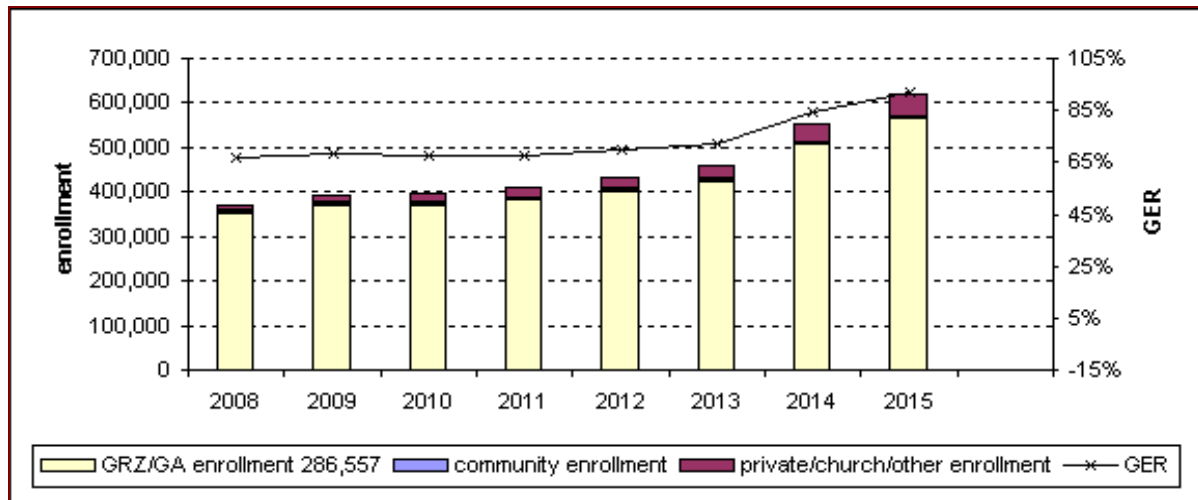
NIF Vital Statistics on Costs and Projections

A-1. Grades 1-7 Enrollment



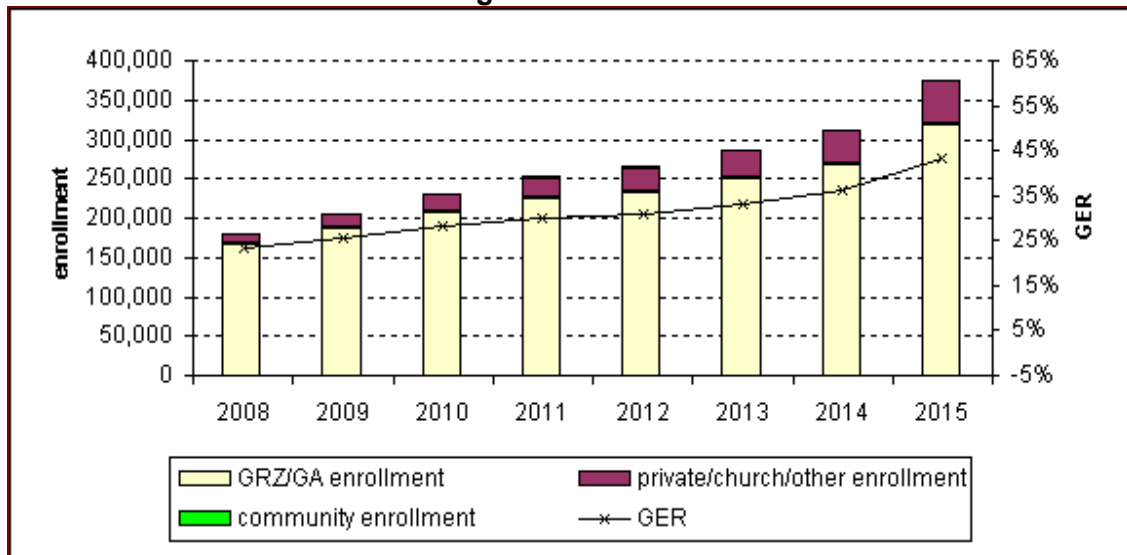
	2007	2008	2009	2010	2011	2012	2013	2014	2015
community	366,401	379,814	364,345	349,100	334,156	320,069	306,160	292,765	273,267
private/church/other	83,273	96,437	102,839	109,094	115,226	121,455	127,567	133,715	136,633
GRZ/GA	2,326,090	2,491,047	2,471,079	2,450,975	2,431,273	2,416,238	2,401,085	2,388,571	2,322,765
Total	2,775,764	2,967,299	2,938,262	2,909,169	2,880,655	2,857,762	2,834,811	2,815,052	2,732,665
GER	130%	137%	135%	130%	124%	119%	118%	117%	114%

A-2. Grades 8-9 Enrollment



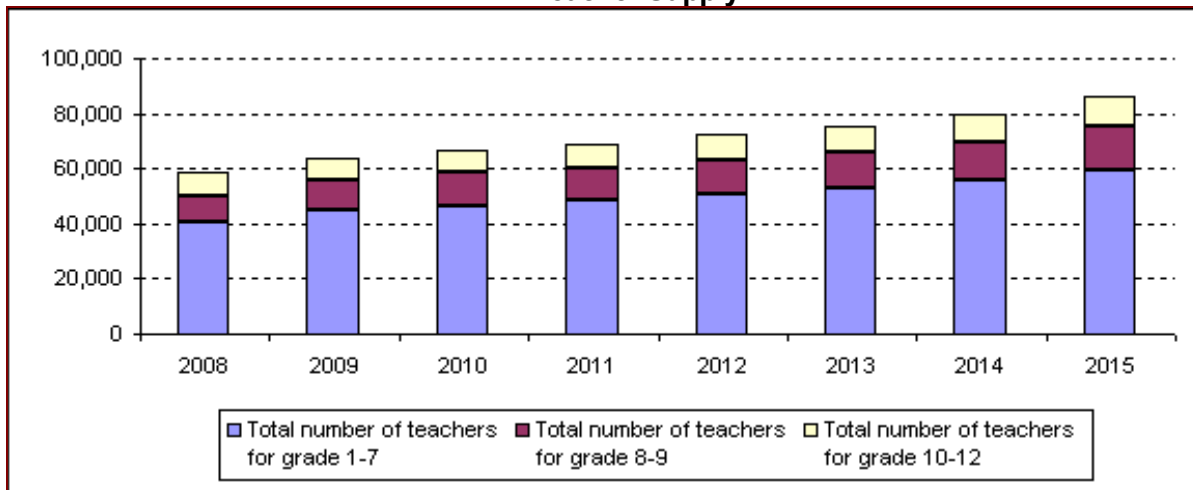
	2007	2008	2009	2010	2011	2012	2013	2014	2015
community enrollment	2,659	2,847	2,737	2,473	2,266	2,085	1,891	1,881	1,667
private/church/other enrollment	11,498	15,478	18,543	20,819	23,763	27,432	31,687	41,109	49,401
GRZ/GA enrollment	302,845	352,531	371,566	371,986	382,722	401,794	425,205	508,562	566,447
Total	317,002	370,856	392,846	395,277	408,751	431,310	458,784	551,552	617,515
GER	58%	67%	69%	67%	68%	70%	72%	85%	92%

A-3. High School Enrolment



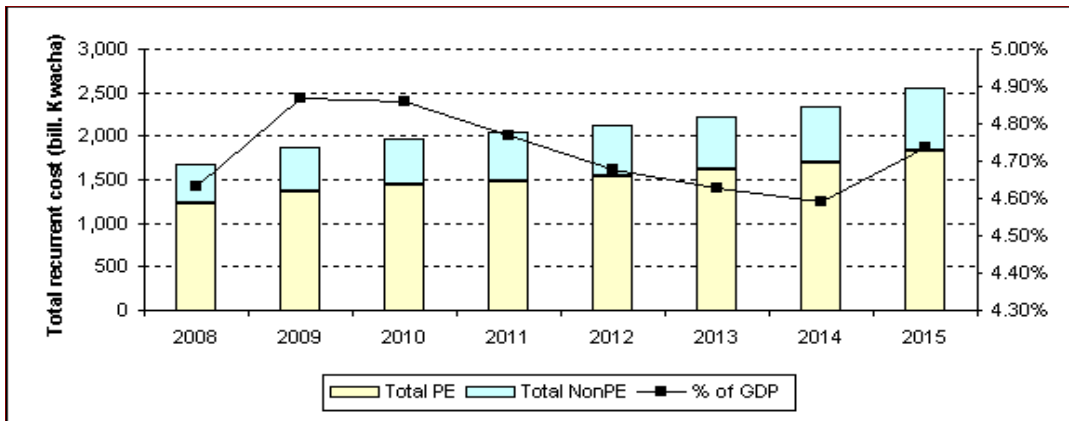
	2007	2008	2009	2010	2011	2012	2013	2014	2015
community enrollment	581	498	419	409	384	336	265	191	104
private/church/other enrollment	11,748	13,263	17,329	21,990	26,820	31,057	36,814	43,444	56,201
GRZ/GA enrollment	174,564	166,091	186,932	207,758	224,807	233,370	250,108	268,749	318,474
total	186,312	179,355	204,261	229,749	251,627	264,427	286,922	312,194	374,675
GER	25%	23%	26%	28%	30%	31%	33%	36%	43%

A-4. Teacher Supply



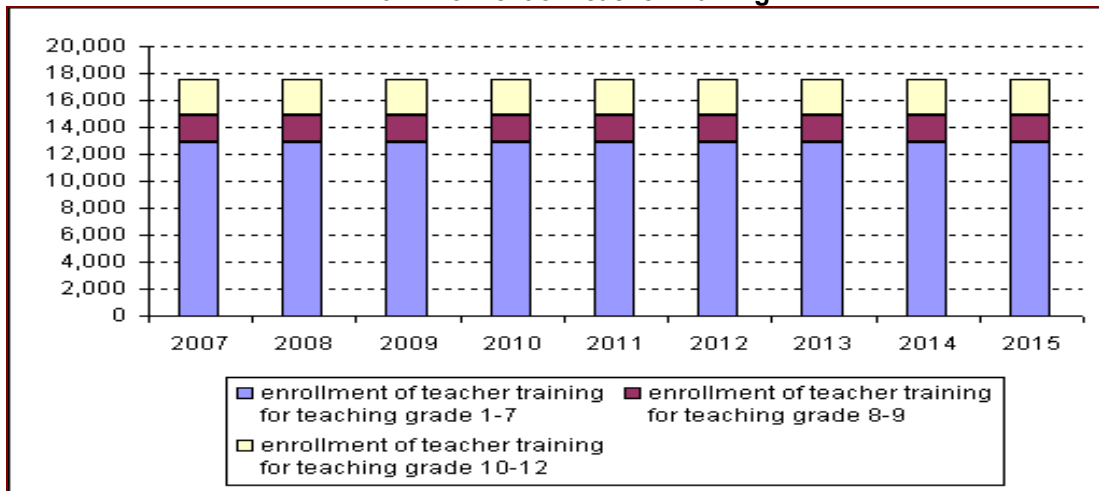
	2007	2008	2009	2010	2011	2012	2013	2014	2015
Total number of teachers for grade 1-7	37,634	40,418	44,705	46,452	48,385	50,548	53,064	55,904	59,198
Total number of teachers for grade 8-9	9,452	9,938	11,410	11,981	12,004	12,333	12,909	13,616	16,103
Total number of teachers for grade 10-12	8,630	8,232	7,853	8,116	8,782	9,308	9,526	10,075	10,717
Total number of teachers	55,716	58,587	63,967	66,549	69,172	72,189	75,499	79,596	86,017

A-5. Total recurrent cost



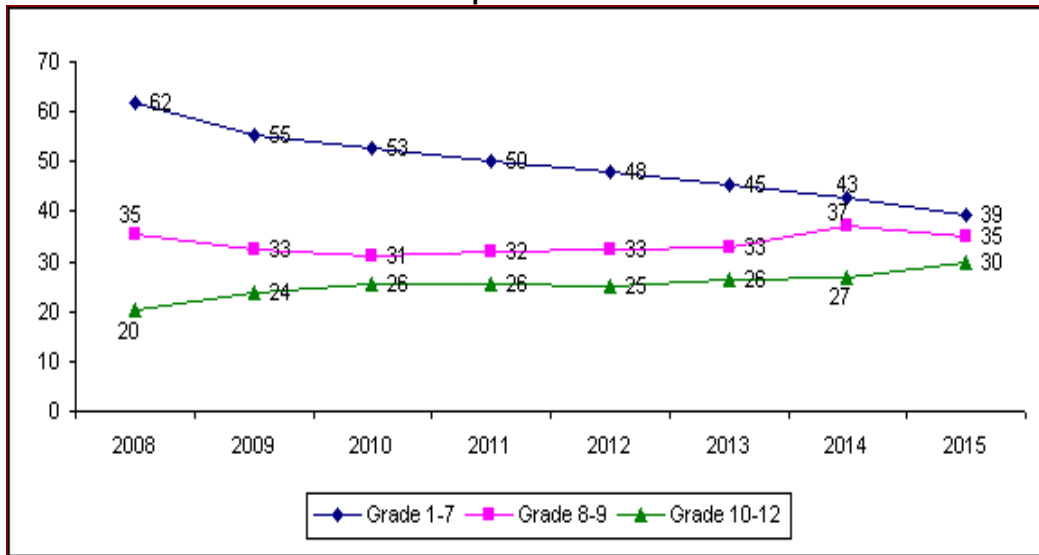
	2007	2008	2009	2010	2011	2012	2013	2014	2015
Total recurrent cost	1,600	1,689	1,881	1,990	2,071	2,152	2,258	2,375	2,597
Grade 1-7									
PE	626	673	744	771	795	821	849	879	913
Non-PE	236	260	294	311	327	343	360	377	395
Upper basic									
PE	178	188	217	229	229	234	243	254	298
Non-PE	76	81	93	98	98	100	104	109	128
High schools									
PE	166	160	183	207	229	243	267	295	361
Non-PE	71	69	78	89	98	104	114	126	155
TTC	34	35	36	38	39	41	42	44	45
Universities	133	140	146	153	159	166	172	179	187
Admin	75	75	75	75	75	75	75	75	75
Total (check)	1,595	1,680	1,867	1,972	2,049	2,125	2,226	2,338	2,554
% of GDP	4.65%	4.63%	4.87%	4.86%	4.77%	4.68%	4.63%	4.59%	4.74%
Total PE	1,176	1,235	1,365	1,436	1,487	1,539	1,608	1,685	1,836
Total Non PE	418	445	503	536	561	586	618	653	719
Total (check)	1,595	1,680	1,867	1,972	2,049	2,125	2,226	2,338	2,554

A-6. Enrolment of Teacher Training



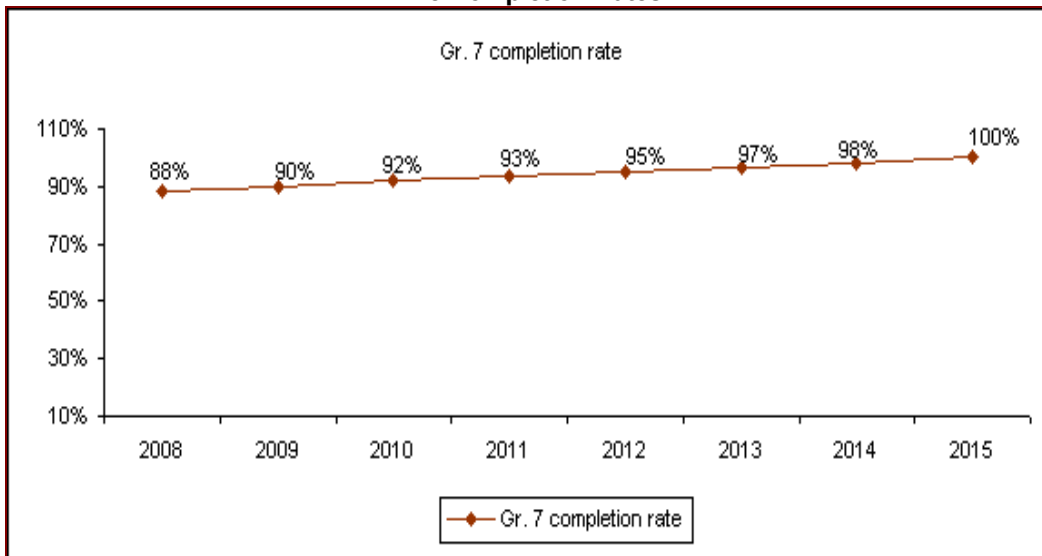
	2007	2008	2009	2010	2011	2012	2013	2014	2015
enrollment of teacher training for teaching grade 1-7	12,854	12,854	12,854	12,854	12,854	12,854	12,854	12,854	12,854
enrollment of teacher training for teaching grade 8-9	2,047	2,047	2,047	2,047	2,047	2,047	2,047	2,047	2,047
enrollment of teacher training for teaching grade 10-12	2,627	2,627	2,627	2,627	2,627	2,627	2,627	2,627	2,627
Total enrollment of teacher training	17,527	17,527	17,527	17,527	17,527	17,527	17,527	17,527	17,527

A-7. Pupil-Teacher Ratio



	2007	2008	2009	2010	2011	2012	2013	2014	2015
Grade 1-7	62	62	55	53	50	48	45	43	39
Grade 8-9	32	35	33	31	32	33	33	37	35
Grade 10-12	20	20	24	26	26	25	26	27	30

A-8 Completion Rates



	2007	2008	2009	2010	2011	2012	2013	2014	2015
Gr. 7	87%	88%	90%	92%	93%	95%	97%	98%	100%
Gr. 9	47%	51%	48%	49%	50%	53%	55%	64%	78%
Gr. 12	17%	20%	19%	21%	22%	24%	26%	31%	39%

Detailed Simulation Model and Projection Results

Key economic and demography indicators	2006	2008	2009	2010
GDP in 2005 price (billions Kwacha)	32,450	36,461	38,648	40,967
Population (thousands)	10,780	10,970	11,170	11,370
GDP per capita in 2005 price (thousands kwacha)	3,010	3,324	3,460	3,603

Source: The projections of real and nominal GDP through 2008 are from the most recent IMF Staff Report (December 2005). For 2009 and 2010, it has been assumed that real GDP will increase by 6.0 % each year. Population projections are derived from data reported in the World Bank's World Development Indicators 2005 (WDI). In WDI, Zambia's population is estimated at 10.4 million in 2003, and is projected to increase by 1.8% annually over the 2003-15.

1. Lower to Middle Basic (Grade 1-7)	Target 2015	Baseline 2006	2008	2009	2010
Population ('000)					
School age (7-13)		2,156,405	2,165,297	2,183,830	2,243,623
7 year old		320,892	318,270	320,248	371,541
13 year old		287,070	291,100	298,485	305,803
Annual growth rate					
Gross intake rate	100.0%	136%	127.7%	123.7%	119.8%
Target year	2015				
Grade 7 completion rate	100.0%	85%	88.5%	90.1%	91.8%
Target year	2015				
Share of repeaters	1.5%	7.1%	5.8%	5.2%	4.6%
Target year	2015				
Total enrolment		2,678,722	2,967,299	2,938,262	2,909,169
Gross Enrolment Ratio (GER)		124%			
GER (Check)		124%	137%	135%	130%
Non-GRZ/GA schools:					
1. Community schools					
Enrolment		364,306	379,814	364,345	349,100
% of pupils in community schools	15.0%	13.6%	13.9%	14.1%	14.2%
Subsidies per student in community school as % of public unit cost	100.0%	40%	53.3%	60.0%	66.7%
Total amount of subsidies (billions of Kwacha)			73	88	98
2. Private/Church/other schools					
Enrolment		73,665	96,437	102,839	109,094
% of pupils in private schools		2.8%	2.8%	2.8%	2.8%
Subsidies per student in private school as % of public unit cost	0%				
Total amount of subsidies (billions of Kwacha)					
GRZ/GA schools:					
Enrolment		2,240,751	2,491,047	2,471,079	2,450,975
Total number of teachers needed according to PTR target		33,444	40,837	42,605	44,563
Pupil teacher ratio-target	40.0	67.0	61.0	58.0	55.0
Attrition rate (per annum)	5.0%	6.90%	6.48%	6.27%	6.06%
No. of teachers net of attrition			33,991	38,278	40,025
New teachers needed including replacement of attrition			6,846	4,327	4,538
Teachers in use			40,418	44,705	46,452

PTR (real)		67.0	61.6	55.3	52.8
Number of staff by category					
Category 1: Teacher		33,444	40,418	44,705	46,452
Category 2: non-teaching staff	6%	2,089	2,525	2,793	2,902
Teacher remuneration (000 Kwacha)					
Category 1: Teacher		16,000.0			
Category 2: All others		4,800.0			
<i>2007 Baseline</i>					
Teacher remuneration as multiple of GDP per capita					
Category 1: Teacher	3.5	5.3	4.9	4.7	4.5
Category 2: non-teaching	1.6	1.6	1.6	1.6	1.6
Total teacher remuneration (billions of kwacha)		545	673	744	771
Other spending					
Spending on inputs other than teachers as % of total recurrent spending	25.0%	-34.1%	25.0%	25.0%	25.0%
Spending on inputs other than teachers (millions of Kwacha)		-139	224	248	257
Total recurrent spending in public school (billions of Kwacha)		407	898	992	1,028
Unit cost per pupil (in per capita GDP unit)		0.06	0.11	0.12	0.12
Total recurrent spending (billions of Kwacha)		407	971	1,080	1,126

2. Upper Basic (Grade 8 & 9)	Target 2015	Baseline 2006	2008	2009	2010
Population					
School age (14-15)		546,007	557,420	572,451	587,308
14 year old		277,752	282,855	290,337	297,718
15 year old		268,255	274,565	282,114	289,590
Annual growth rate					
Transition rate (grade 7 --> upper basic)	90.0%	51.9%	60.4%	55.0%	55.0%
Access rate					
grade 8		44%	53.4%	49.6%	50.5%
Survival rate	100.0%	95%	96.1%	96.7%	97.2%
Completion rate		43.0%	51.3%	47.9%	49.1%
Share of repeaters	1.5%	7.1%	5.9%	5.2%	4.6%
Total enrolment		298,475	370,856	392,846	395,277
Gross Enrolment Ratio (GER)		55%			
GER (Check)		55%	67%	69%	67%
Non-GRZ schools					
1. Community schools					
Enrolment		2,724	2,847	2,737	2,473
% of pupils in community schools	0.27%	0.91%	0.8%	0.7%	0.6%
Subsidies per student in community school as % of public unit cost	100%	40%	53.3%	60.0%	66.7%
Total amount of subsidies (billions of Kwacha)		0.5	1.2	1.4	1.4
2. Church/private/other schools					
Enrolment		9,194	15,478	18,543	20,819
% of pupils in private schools	8.0%	3.1%	4.2%	4.7%	5.3%
Subsidies per student in private school as % of public unit cost	0.0%	0%	0.0%	0.0%	0.0%
Total amount of subsidies (millions of Kwacha)		0.0	0.0	0.0	0.0
GRZ schools					
Enrolment		286,557	352,531	371,566	371,986
Total number of classes		6,823	8,483	8,989	9,048

Pupil per class	40.0	42	41.6	41.3	41.1
Weekly instructional hours for students	25.0	25	25.0	25.0	25.0
Teachers' average teaching workload (hours per week)	20.0	19	19.4	19.5	19.6
Total number of teachers		8,872	10,933	11,534	11,559
Pupil teacher ratio-target		32.3	32.2	32.2	32.2
Attrition rate (per annum)	3.0%	6.90%	6.03%	5.60%	5.17%
Number of teachers after attrition			8,915	10,387	10,958
New teachers needed			2,018	1,148	601
Teachers in use			9,938	11,410	11,981
PTR (real)		32.3	35.5	32.6	31.0
Number of teachers by category					
Category 1: Teacher		8,872	9,938	11,410	11,981
Category 2: non-teachers		566	634	728	765
Teacher remuneration (000 Kwacha)					
Category 1: teachers		18,000.0			
Category 2: non-teachers		5,400.0			
<i>2007 Baseline</i>					
Teacher remuneration as multiple of GDP per capita					
Category 2; Teacher	4.2	6.0	5.6	5.4	5.2
Category 3: All others	1.8	1.8	1.8	1.8	1.8
Average teacher remuneration					
Total remuneration (billions of Kwacha)		163	188	217	229
Other spending					
Spending on inputs other than teachers as % of total recurrent spending	30.0%	-20.1%	30.0%	30.0%	30.0%
Spending on inputs other than teachers (billions of Kwacha)		-27	81	93	98
Total recurrent spending in public school (billions of Kwacha)		136	269	310	327
Unit cost per pupil (in per capita GDP unit)		0.16	0.23	0.24	0.24
Total recurrent spending (billions of Kwacha)		136	270	312	328

3. High School (Grade 10-12)	Target 2015	Baseline 2006	2008	2009	2010
Population					
School age (16-18)		752,102	773,454	795,565	818,056
16 year old		258,781	266,093	273,618	281,156
18 year old		243,064	249,660	256,785	264,226
Annual growth rate					
Transition rate (Grade 9-10)	50.0%	38.0%	40.7%	42.0%	43.3%
Access rate					
grade 10		16.3%	20.9%	20.1%	21.3%
Survival rate	100.0%	95%	96.1%	96.7%	97.2%
completion rate		15.7%	20.1%	19.4%	20.7%
Share of repeaters	0.9%	1.2%	1.1%	1.1%	1.1%
Total enrolment		193,726	179,774	204,670	230,132
Gross Enrolment Ratio (GER)		26%			
GER (Check)		26%	23%	26%	28%
Non-GRZ schools					
1. community schools					
Enrolment		581	419	409	384
% of pupils in non-GRZ schools	0.0%	0.3%	0.2%	0.2%	0.2%
Subsidies per student in private school as % of	100.0%	40%	100.0%	100.0%	100.0%

public unit cost					
Total amount of subsidies (millions of kwacha)			0.6	0.6	0.5
2. Private/church/other schools					
Enrolment		10,173	13,263	17,329	21,990
% of pupils in non-GRZ schools	15.0%	5.2%	7.4%	8.5%	9.6%
Subsidies per student in private school as % of public unit cost	0.0%	0%	0.0%	0.0%	0.0%
Total amount of subsidies (millions of kwacha)		0.0	0.0	0.0	0.0
GRZ schools					
Enrolment		182,972	166,091	186,932	207,758
Total number of classes		4,601	3,883	4,486	5,123
Pupil per class	35.0	45	42.8	41.7	40.6
Weekly instructional hours for students	27.5	25	25.3	25.6	25.9
Teachers' average teaching workload (hours per week)	20.0	12	13.7	14.6	15.5
Total number of teachers-target		8,393	7,149	7,852	8,553
Pupil teacher ratio-target		21.8	23.2	23.8	24.3
Attrition rate (per annum)	3.0%	6.9%	6.0%	5.6%	5.2%
Number of teachers after attrition			7,575	7,196	7,460
New teachers			-426	656	1,094
Teachers in use			8,232	7,853	8,116
PTR (real)		21.8	20.2	23.8	25.6
Number of teachers by category					
Category 1: Teacher		8,393	7,149	7,852	8,553
Category 2: non-teacher		536	456	501	546
Teacher remuneration (000 Kwacha)					
Category 2; Teacher		20,000.0			
Category 3: none-teacher		4,000.0			
<i>2007 Baseline</i>					
Teacher remuneration as multiple of GDP per capita					
Category 2; Teacher	6.6	6.6	6.6	6.6	6.6
Category 3: non-teacher	1.3	1.3	1.3	1.3	1.3
Total teacher remuneration (Billions of Kwacha)		170	160	183	207
Other spending					
Spending on inputs other than teachers as % of total recurrent spending	30.0%	-30.8%	30.0%	30.0%	30.0%
Spending on inputs other than teachers (billions of Kwacha)		-40	69	78	89
Total recurrent spending in public school (billions of Kwacha)		130	228	261	296
Unit cost per pupil (in per capita GDP unit)		0.24	0.41	0.40	0.40
Total recurrent spending (billions of Kwacha)		130	229	262	297

4. Teacher Training	Target 2015	Baseline 2006	2008	2009	2010
Teachers Pre-Service training for Grade1-7 education					
New teachers (average from Primary bloc)			6,427	6,427	6,427
% to be trained	100.0%				
Duration of training (years)	2	2	2	2	2
Starting year	2017				
Number to be trained			12,854	12,854	12,854
Public TTCs					
% of teacher trained at public TTCs	100%				
Unit cost as % of GDP / Capita	0.6				

Total spending (billions)			26	27	28
Private TTCs					
Subsidy as % of unit cost in public institution	0.0%				
Total subsidies (billions)			0	0	0
Total spending for Primary training			26	27	28
Teachers Pre-Service training for Grade8-9 education					
New teachers (average from upper basic bloc)			1,023	1,023	1,023
% to be trained	100.0%				
Duration of training (years)	3	2	2	2	2
Starting year	2010				
Number to be trained			2,047	2,047	2,047
Public TTCs					
% of teacher trained at public TTCs	100%				
Unit cost as a multiple of GDP / Capita	0.6				
Total spending (billions)			4	4	4
Private Institution					
Subsidy as % of unit cost in public institution	0.0%				
Total subsidies (billions)			0	0	0
Total spending for Upper Basic school teacher training			4	4	4
Teachers Pre-Service training for HS education					
New teachers (average from HS bloc)			657	657	657
% to be trained	100.0%				
Duration of training (years)	4	4	4	4	4
Starting year	2010				
Number to be trained			2,627	2,627	2,627
Public TTCs					
% trained at public TTCs	100%				
Unit cost as a multiple of GDP / Capita	0.6				
Total spending (billions)			5	5	6
Private Institution					
Subsidy as % of unit cost in public institution	0.0%				
Total subsidies (billions)			0	0	0
Total spending for high school teacher training			5	5	6
Grand total spending on teacher education (Kbillion)			35	36	38

5. Tertiary Education: University	Target 2015	Baseline 2006	2008	2009	2010
Students (local) / 100 000 population	500	107	195	238	282
Total enrolment		11,561	21,339	26,603	32,041
Public	12,000	11,561	11,659	11,707	11,756
Private	0		0	0	0
Distance Education			9,681	14,896	20,285
Public Institutions					
Spending (billions)					
Administration					
Pedagogical					
Social (student welfare ...)					
Unit cost as a multiple of per capita GDP unit					
Pedagogical					
Social (student welfare ...)					
Spending in administration as a % of pedagogical spending					
Total spending (billions)		207	230	241	252

Unit cost as a multiple of GDP / Capita	5.9	5.9	5.9	5.9	5.9
Private Institution					
Subsidy as % of unit cost in public institution	0.0%				
Total subsidies (billions)			0	0	0
Distance education					
Unit cost as a % public unit cost	0.0%				
<i>Total spending for distance education</i>			0	0	0
Total spending for local higher education (billions)		207	230	241	252
Unit cost in public (as a multiple of GDP / Capita)					
Spending for student abroad (billions)			1	1	1
as a % of spending for local higher education	1.0%	0.0%	0%	0%	0%
Research					
Spending as a % spending in local higher education	3.0%				
<i>Total spending for research</i>			7	7	8
Total spending for University (billions)		207	238	249	261

Broad FNDP Sectoral Allocations (percentage)

	2006			2007			2008			2009			2010		
	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total
	Macroeconomics and financial management	10.7	3.6	9.1	10.9	3.9	9.2	10.3	1.3	8.4	9.5	1.0	7.7	8.3	3.6
Agriculture	5.1	8.2	5.8	6.7	11.2	7.7	7.0	14.3	8.5	7.0	14.6	8.6	7.8	14.8	9.3
Tourism	0.4	2.3	0.8	0.4	1.6	0.7	0.4	2.5	0.8	0.4	1.7	0.7	0.4	1.3	0.5
Lands	0.2	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2	0.2	0.0	0.2
Natural Resources	0.2	0.8	0.3	0.2	2.8	0.8	0.3	3.2	0.9	0.2	2.7	0.7	0.2	2.6	0.7
Energy	0.3	1.0	0.4	0.4	1.9	0.8	0.5	2.3	0.9	0.7	3.2	1.2	0.7	2.0	1.0
Infrastructure	6.3	23.6	10.3	7.7	16.4	9.7	7.5	13.7	8.8	7.8	14.9	9.4	7.1	9.3	7.6
O/w Roads	4.4	22.3	8.5	5.0	14.9	7.3	4.7	12.6	6.4	5.1	14.0	7.0	5.2	8.4	5.9
Local Govt and Decentralisation	1.0	2.3	1.3	1.4	1.9	1.6	1.6	2.6	1.8	1.5	1.6	1.5	1.1	1.5	1.2
Communication	0.0	0.0	0.0	0.1	0.0	0.1	0.2	0.0	0.1	0.2	0.0	0.2	0.1	0.0	0.1
Mining	0.2	0.0	0.1	0.2	0.0	0.2	0.2	0.0	0.2	0.2	0.0	0.2	0.2	0.0	0.1
Manufacturing	0.5	1.9	0.8	0.2	1.7	0.5	0.2	1.2	0.4	0.2	1.3	0.4	0.2	0.6	0.3
Trade	0.4	0.0	0.3	0.1	0.0	0.1	0.2	0.0	0.1	0.1	0.0	0.1	0.1	0.0	0.1
Science and Technology	0.2	0.1	0.1	0.2	0.0	0.1	0.2	0.0	0.1	0.2	0.0	0.1	0.2	0.0	0.1
Water and Sanitation	0.2	14.0	3.4	0.4	15.8	4.0	0.4	9.7	2.4	0.6	7.7	2.1	0.5	7.1	1.9
O/w Water Resource Management and Dvpt	0.2	0.6	0.3	0.3	0.6	0.3	0.3	0.9	0.4	0.5	0.5	0.5	0.4	0.5	0.5
Water and Sanitation	0.1	13.4	3.1	0.1	15.2	3.7	0.1	8.9	2.0	0.1	7.2	1.6	0.1	6.6	1.5
Health	6.9	23.6	10.7	9.0	24.1	12.5	10.1	26.6	13.6	10.5	28.4	14.3	12.4	28.6	15.9
Education	15.7	11.5	14.7	18.3	12.7	17.0	18.8	14.8	18.0	20.3	15.3	19.3	21.9	15.5	20.5
Employment and Labour	0.2	0.0	0.1	0.2	0.4	0.2	0.2	0.7	0.3	0.2	0.5	0.2	0.2	0.7	0.3
Child and Youth	0.4	0.0	0.3	0.4	0.0	0.3	0.3	0.0	0.3	0.3	0.0	0.3	0.3	0.0	0.2
Social Protection	0.8	0.0	0.6	0.8	0.0	0.6	0.8	0.0	0.6	0.7	0.0	0.6	0.7	0.0	0.5
TEVET	0.3	2.4	0.8	0.5	2.1	0.9	0.5	2.7	1.0	0.5	2.7	1.0	0.6	3.3	1.2
Art and Culture	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Food and Nutrition	0.0	0.0	0.0	0.1	0.0	0.1	0.1	0.0	0.1	0.1	0.0	0.1	0.1	0.0	0.1
Disability and Development	0.5	0.0	0.3	0.4	0.0	0.3	0.4	0.0	0.3	0.3	0.0	0.3	0.3	0.0	0.2

	2006			2007			2008			2009			2010		
	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total
	Central Administration	4.9	1.3	4.1	4.9	0.8	4.0	4.9	0.8	4.0	4.7	0.8	3.8	4.4	0.7
Governance	9.2	1.1	7.3	6.0	0.2	4.6	5.7	0.1	4.5	4.4	0.0	3.5	3.5	5.9	4.0
Monitoring and Evaluation (budgeted under macroeconomic)	0.2	0.4	0.2	0.4	0.1	0.3	0.2	0.1	0.2	0.2	0.0	0.2	1.0	4.3	1.7
Foreign Relations	1.9	0.0	1.5	1.8	0.0	1.4	1.8	0.0	1.4	1.7	0.0	1.4	1.7	0.0	1.4
Information Services	0.3	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.3	0.3	0.0	0.3	0.3	0.0	0.3
Public Order and Safety	3.8	0.0	3.0	4.2	0.1	3.3	4.2	0.1	3.3	4.6	0.1	3.6	4.9	0.1	3.8
Defense	8.1	0.0	6.2	8.7	0.0	6.7	9.1	0.0	7.2	9.3	0.0	7.3	9.1	0.0	7.1
HIV/AIDS Coordination	0.0	1.3	0.3	0.0	1.2	0.3	0.0	1.3	0.3	0.0	1.3	0.3	0.0	1.3	0.3
Environment	0.1	1.0	0.3	0.1	1.0	0.3	0.0	1.9	0.5	0.1	2.2	0.5	0.1	1.1	0.3
Gender	0.0	0.0	0.0	0.1	0.0	0.1	0.1	0.0	0.1	0.1	0.0	0.1	0.1	0.0	0.1
Sub-total	78.6	100.0	83.5	85.1	100.0	88.6	86.4	100.0	89.3	87.0	100.0	89.8	87.6	100.0	90.3
Constitutional and Statutory Expenditure	17.7	0.0	13.6	11.3	0.0	8.7	10.2	0.0	8.0	9.4	0.0	7.4	8.7	0.0	6.8
o/w Domestic Debt Interest	9.0	0.0	6.9	5.5	0.0	4.2	4.8	0.0	3.8	4.5	0.0	3.6	3.6	0.0	2.8
Foreign Debt Service (Including Amortization)	4.7	0.0	3.6	2.7	0.0	2.1	3.1	0.0	2.5	2.7	0.0	2.1	2.7	0.0	2.2
Constitutional Posts	0.3	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2
Medium-Term Pay Reform	3.7	0.0	2.8	2.7	0.0	2.1	1.8	0.0	1.4	1.7	0.0	1.3	1.7	0.0	1.4
Contingency	0.1	0.0	0.1	0.1	0.0	0.1	0.2	0.0	0.2	0.3	0.0	0.2	0.3	0.0	0.2
Provincial Administration	1.5	0.0	1.2	1.5	0.0	1.1	1.3	0.0	1.0	1.4	0.0	1.1	1.5	0.0	1.1
Others n.e.d	2.1	0.0	1.7	2.1	0.0	1.6	2.1	0.0	1.6	2.2	0.0	1.7	2.2	0.0	1.8
Grand Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Broad FNDP Sectoral Allocations (Kwacha Billions)

Sector	2006			2007			2008			2009			2010			GRAND TOTAL		
	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total	GRZ	Donors	Total
	Macroeconomics and financial management	871.7	87.7	959.4	978.0	107.4	1085.3	996.4	35.0	1031.4	1006.1	27.6	1033.7	949.6	112.1	1061.8	4801.9	369.7
Agriculture	411.2	199.5	610.7	600.3	308.3	908.6	672.3	373.9	1046.2	739.7	420.2	1159.9	887.5	462.0	1349.5	3311.0	1763.9	5074.9
Tourism	33.7	54.8	88.5	39.1	45.0	84.1	39.3	64.6	103.9	46.1	48.7	94.8	40.1	39.0	79.1	198.3	252.1	450.4
Lands	18.3	0.0	18.3	24.6	0.0	24.6	25.8	0.0	25.8	26.9	0.0	26.9	28.0	0.0	28.0	123.5	0.0	123.5
Natural Resources	14.7	18.4	33.0	18.4	76.1	94.4	24.3	84.5	108.7	17.1	78.1	95.2	22.0	81.1	103.1	96.4	338.1	434.5
Energy	20.5	23.0	43.5	40.1	52.1	92.2	47.8	61.5	109.3	75.8	90.9	166.7	79.4	63.4	142.8	263.6	290.9	554.5
Infrastructure	514.4	572.0	1086.4	690.1	450.8	1140.9	720.1	359.5	1079.6	830.2	429.2	1259.4	811.5	290.9	1102.4	3566.3	2102.5	5668.7
Ow Roads	361.5	538.9	900.4	451.5	410.7	862.2	454.4	328.7	783.1	542.1	402.1	944.2	594.0	263.2	857.2	2403.5	1943.6	4347.1
Local Govt and Decentralisation	82.7	56.2	138.9	130.5	51.7	182.1	151.5	66.8	218.3	154.9	46.6	201.5	121.0	47.1	168.0	640.6	268.4	909.0
Communication	3.8	0.0	3.8	10.0	0.0	10.0	17.9	0.0	17.9	21.3	0.0	21.3	15.4	0.0	15.4	68.4	0.0	68.4
Mining	13.0	0.0	13.0	20.5	0.0	20.5	20.1	0.0	20.1	21.2	0.0	21.2	19.4	0.0	19.4	94.2	0.0	94.2
Manufacturing	38.0	46.0	83.9	15.0	46.3	61.3	16.8	30.1	46.9	17.9	37.0	54.9	18.9	17.7	36.6	106.7	177.0	283.7
Trade	36.2	0.0	36.2	13.5	0.0	13.5	15.4	0.0	15.4	15.3	0.0	15.3	15.9	0.0	15.9	96.4	0.0	96.4
Science and Technology	12.7	1.9	14.6	15.4	0.4	15.8	17.0	0.4	17.4	18.2	0.4	18.6	20.3	0.4	20.7	83.6	3.5	87.1
Water and Sanitation	17.2	337.7	355.0	35.1	434.3	469.4	40.4	254.4	294.8	59.9	221.6	281.4	57.7	221.5	279.3	210.3	1469.5	1679.8
Ow Water Resource Management and Dvpt	12.4	14.5	27.0	24.5	16.0	40.5	29.5	22.6	52.1	48.7	15.7	64.3	50.8	15.7	66.5	166.0	84.4	250.4
Water and Sanitation	4.8	323.2	328.0	10.5	418.3	428.8	10.8	231.8	242.7	11.2	205.9	217.1	6.9	205.9	212.8	44.3	1385.1	1429.4
Health	557.0	571.8	1128.8	807.6	663.2	1470.9	973.7	695.2	1668.8	1108.8	816.1	1924.9	1409.9	892.8	2302.6	4857.0	3639.1	8496.1
Education	1277.1	278.8	1555.8	1650.2	348.0	1998.2	1816.2	388.7	2204.9	2150.8	440.6	2591.4	2493.2	482.6	2975.8	9387.5	1938.6	11326.1
Employment and Labour	13.1	0.0	13.1	16.3	12.0	28.3	17.6	18.0	35.6	18.4	14.3	32.7	19.3	21.0	40.3	84.7	65.3	150.0
Child and Youth	28.7	0.0	28.7	31.6	0.0	31.6	33.2	0.0	33.2	34.5	0.0	34.5	36.2	0.0	36.2	164.2	0.0	164.2

Social Protection	61.2	0.5	61.7	72.0	0.5	72.5	74.2	0.5	74.7	74.7	74.2	0.5	74.7	74.7	355.8	2.5	358.3
TEVET	24.4	57.6	82.0	44.4	58.6	103.0	47.6	69.5	117.1	132.1	64.9	104.5	169.4	234.7	369.0	369.0	603.7
Art and Culture	3.7	0.7	4.4	4.1	0.7	4.8	4.5	0.7	5.2	5.6	5.4	0.7	6.1	22.7	3.5	26.2	26.2
Food and Nutrition	1.7	0.7	2.4	6.7	0.4	7.1	6.2	0.5	6.7	6.8	7.4	0.7	8.1	28.2	2.8	31.0	31.0
Disability and Development	36.7	0.0	36.7	32.7	0.0	32.7	35.0	0.0	35.0	34.4	29.1	0.0	29.1	167.9	0.0	167.9	167.9
Central Administration	396.7	30.7	427.4	443.5	22.9	466.4	469.1	21.5	490.6	515.8	504.7	21.2	525.9	2308.1	118.0	2426.1	2426.1
Governance	745.0	26.4	771.4	538.7	6.4	545.1	548.3	2.9	551.2	465.8	401.5	183.9	585.4	2699.4	219.6	2919.0	2919.0
Monitoring and Evaluation	12.3	9.0	21.3	33.8	3.3	37.1	23.6	3.3	26.9	22.8	109.8	132.6	242.4	201.3	149.2	350.5	350.5
Foreign Relations	154.9	0.0	154.9	164.3	0.0	164.3	173.5	0.0	173.5	184.3	195.9	0.0	195.9	872.9	0.0	872.9	872.9
Information Services	24.4	0.0	24.4	28.0	0.0	28.0	33.6	0.0	33.6	35.0	36.7	0.0	36.7	157.7	0.0	157.7	157.7
Public Order and Safety	311.2	0.0	311.2	381.7	3.2	384.8	403.5	3.2	406.7	483.1	554.4	3.2	557.6	2133.9	12.7	2146.6	2146.6
Defence	659.2	0.0	659.2	787.4	0.0	787.4	880.4	0.0	880.4	986.3	1031.1	0.0	1031.1	4344.4	0.0	4344.4	4344.4
HIV/AIDS Coordination	1.3	32.0	33.3	1.6	33.6	35.3	2.0	35.3	37.4	39.7	3.2	39.5	42.7	10.7	177.6	188.3	188.3
Environment	4.1	23.4	27.5	7.0	26.9	34.0	4.8	51.0	55.8	70.7	7.2	33.9	41.1	29.4	199.8	229.2	229.2
Gender	1.2	0.0	1.2	8.8	0.0	8.8	9.2	0.0	9.2	9.8	10.3	0.0	10.3	39.3	0.0	39.3	39.3
Sub-total	6389.6	2419.9	8809.5	7657.3	2748.7	10406.0	8338.1	2617.6	10955.7	12081.4	9971.4	3119.6	13091.0	41559.5	13784.1	55343.5	55343.5
Constitutional and Statutory Expenditure	1438.5	0.0	1438.5	1018.7	0.0	1018.7	979.8	0.0	979.8	996.7	986.2	0.0	986.2	5419.9	0.0	5419.9	5419.9
o/w Domestic Debt Interest	731.4	0.0	731.4	491.2	0.0	491.2	463.0	0.0	463.0	480.5	411.5	0.0	411.5	2577.6	0.0	2577.6	2577.6
Foreign Debt Service (Including Amortization)	378.0	0.0	378.0	243.1	0.0	243.1	300.7	0.0	300.7	280.8	312.6	0.0	312.6	1515.2	0.0	1515.2	1515.2
Constitutional Posts Medium-Term Pay	23.7	0.0	23.7	25.8	0.0	25.8	27.0	0.0	27.0	28.4	31.6	0.0	31.6	136.6	0.0	136.6	136.6
Reform	298.5	0.0	298.5	246.6	0.0	246.6	169.1	0.0	169.1	178.0	198.2	0.0	198.2	1090.3	0.0	1090.3	1090.3
Contingency	6.9	0.0	6.9	12.0	0.0	12.0	20.0	0.0	20.0	29.0	32.3	0.0	32.3	100.2	0.0	100.2	100.2
Provincial Administration	125.9	0.0	125.9	134.5	0.0	134.5	127.1	0.0	127.1	149.4	166.3	0.0	166.3	703.2	0.0	703.2	703.2
Others n.e.d	174.7	0.0	174.7	188.6	0.0	188.6	201.2	0.0	201.2	229.2	255.2	0.0	255.2	1048.9	0.0	1048.9	1048.9
Grand Total	8128.8	2419.9	10548.6	8999.1	2748.7	11747.8	9646.2	2617.6	12263.8	13456.7	11379.1	3119.6	14498.6	48731.5	13784.1	62515.5	62515.5

Millennium Development Goals

Goals and targets	Indicators
Goal 1. Eradicate extreme poverty and hunger	
Target 1. Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1. Proportion of population below \$1 per day
Target 2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger	2. Poverty gap ratio (incidence x depth of poverty) 3. Share of poorest quintile in national consumption
Goal 2. Achieve universal primary education	4. Prevalence of underweight children (under five years of age) 5. Proportion of population below minimum level of dietary energy consumption
Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	6. Net enrolment ratio in primary education 7. Proportion of pupils starting grade 1 who reach grade 5 8. Literacy rate of 15-24-year-olds
Goal 3. Promote gender equality and empower women	
Target 4. Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015	9. Ratio of girls to boys in primary, secondary and tertiary education 10. Ratio of literate females to males of 15-to-24-year-olds 11. Share of women in wage employment in the non-agricultural sector 12. Proportion of seats held by women in national parliament
Goal 4. Reduce child mortality	
Target 5. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	13. Under-five mortality rate 14. Infant mortality rate 15. Proportion of 1-year-old children immunized against measles
Goal 5. Improve maternal health	
Target 6. Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	16. Maternal mortality ratio 17. Proportion of births attended by skilled health personnel

Goals and targets	Indicators
Goal 6. Combat HIV/AIDS, malaria and other diseases	
Target 7. Have halted by 2015 and begun to reverse the spread of HIV/AIDS	18. HIV prevalence among 15-to-24-year-old pregnant women 19. Contraceptive prevalence rate 20. Number of children orphaned by HIV/AIDS
Target 8. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	21. Prevalence and death rates associated with malaria 22. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures 23. Prevalence and death rates associated with tuberculosis 24. Proportion of tuberculosis cases detected and cured under directly observed treatment short course
Goal 7. Ensure environmental sustainability	
Target 9. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	25. Proportion of land area covered by forest 26. Land area protected to maintain biological diversity 27. GDP per unit of energy use (as proxy for energy efficiency) 28. Carbon dioxide emissions (per capita) [Plus two figures of global atmospheric pollution: ozone depletion and the accumulation of global warming gases]
Target 10. Halve by 2015 the proportion of people without sustainable access to safe drinking water	29. Proportion of population with sustainable access to an improved water source
Target 11. By 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers	30. Proportion of people with access to improved sanitation 31. Proportion of people with access to secure tenure [<i>Urban/rural disaggregation of several of the above indicators may be relevant for monitoring improvement in the lives of slum dwellers</i>]

Goals and targets	Indicators
<p>Goal 8. Develop a global partnership for development</p> <p>Target 12. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system Includes a commitment to good governance, development, and poverty reduction — both nationally and internationally</p> <p>Target 13. Address the special needs of the least developed countries Includes: tariff and quota free access for least developed countries' exports; enhanced programme of debt relief for HIPC's and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction</p> <p>Target 14. Address the special needs of landlocked countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)</p> <p>Target 15. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term</p>	<p>[Some of the indicators listed below will be monitored separately for the least developed countries (LDCs), Africa, landlocked countries and small island developing States]</p> <p>Official development assistance</p> <p>32. Net ODA as percentage of OECD/DAC donors' gross national product (targets of 0.7% in total and 0.15% for LDCs)</p> <p>33. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation)</p> <p>34. Proportion of ODA that is untied</p> <p>35. Proportion of ODA for environment in small island developing States</p> <p>36. Proportion of ODA for transport sector in landlocked countries</p> <p>Market access</p> <p>37. Proportion of exports (by value and excluding arms) admitted free of duties and quotas</p> <p>38. Average tariffs and quotas on agricultural products and textiles and clothing</p> <p>39. Domestic and export agricultural subsidies in OECD countries</p> <p>40. Proportion of ODA provided to help build trade capacity</p> <p>Debt sustainability</p> <p>41. Proportion of official bilateral HIPC debt cancelled</p> <p>42. Debt service as a percentage of exports of goods and services</p> <p>43. Proportion of ODA provided as debt relief</p> <p>44. Number of countries reaching HIPC decision and completion points</p> <p>45. Unemployment rate of 15-to-24-year-olds</p> <p>46. Proportion of population with access to affordable essential drugs on a sustainable basis</p>
<p>Target 16. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth</p>	
<p>Target 17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</p>	

Goals and targets	Indicators
Target 18. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	47. Telephone lines per 1,000 people 48. Personal computers per 1,000 people [Other indicators to be decided]

EFA REGIONAL FRAMEWORK FOR ACTION

1. Priority areas of focus	<ul style="list-style-type: none"> a) Improving access and equity b) Improving quality and relevance of education c) Institutional and professional capacity building d) Improving partnerships
2. Strategic Objectives	<ul style="list-style-type: none"> a) Transforming education for national and regional development goals with specific reference to social, cultural and economic and technological development b) Transforming curriculum content and improving relevance, quality and teaching methodologies with the need of learners in focus c) Transforming the role of the state and education system structures and functions for facilitating active participation of stakeholders in the lifelong learning processes d) Building capacity in educational leadership, management, research and information systems e) Strengthening partnerships with NGOs, civil society and development partners at community, and national, regional and international levels.
3. Basic strategies	<ul style="list-style-type: none"> a) Review and harmonisation of existing policies and legislation, focussed at rights of disadvantaged groups and the creation of a culture of lifelong learning b) Increase in financing and rationalisation of investment in education c) Development of national, sub-regional and regional institutional capacities d) Review of curricula and validation of African indigenous knowledge systems, values and skills e) Improvement of capacities for educational change f) Improvement of the teaching and learning environment, through development of materials, methodologies and social learning environments that are feasible, sustainable and relevant to the African learner g) Adoption of appropriate and cost-effective technologies, including reducing the dependence on imported materials and increasing the use of the oral tradition h) Promotion and support of Africa based educational research i) Development of genuine and sustainable partnerships

<p>4. Targets</p>	<ul style="list-style-type: none"> a) ECD Programmes - double by 2006 offering safe and stimulating environments. 100% access for 3-6 age group by 2015 b) Primary education - By 2015: 100% access; 80% completion rate, of which 90% start at secondary level c) Learning achievement - By 2015: all teachers have received initial training; operational in-service training programmes which are child-centred and gender-based d) Enhancement of education of girls and women – Increase admission, completion and transition rates of girls and remove legislative barriers; create safe learning environments for girls; institutionalisation of action in relation to access; implement awareness raising campaigns and training. e) Reduction of adult literacy – Reduce illiteracy by 50% f) Expansion of basic education and skill training for out-of-school learners – Conduct studies in next 2 years to assess situation of out-of-school children; based on these studies design of NFE programmes; bridging gap between formal education and NFE. g) Development of HIV/AIDS programmes and mechanisms – life skills and HIV/AIDS education become part of education programmes; partnerships with civil society, media, communities; AIDS campaigning h) Improving management and governance – Use of ICT; decentralisation and participation through capacity building at a lower level; produce strategic plan on management. i) Increase budgetary allocation to education – By 2005: 7% of GDP spent on education; By 1010: 9%; international agencies should double their financial support j) Institutionalise the assessment and monitoring functions of the EFA team – Establishment of Regional EFA Consultative Council; By 2000: work plan on regular assessment and monitoring
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