

Republic of Zambia



Education Sector

Investing in Our People

**Integrated Education Sector Investment
Programme
(ESIP)**

Policy Framework

May 1996

Republic of Zambia



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Table of Contents

	Page
Foreword	iii
Executive Summary	v
Chapter 1 Underlying Principles and Rationale for the Integrated Education Sector Investment Programme	1
<i>Preamble</i>	1
<i>The Right to Education and Training</i>	2
<i>Education and TEVET as a Pre-Condition for Human and Economic Development</i>	2
<i>Current Providers of Education and Training</i>	3
<i>The Integrated Education Sector Investment Programme</i>	4
Chapter 2 Current Provision of Education and Training	6
<i>Socio-Economic Context</i>	6
<i>Impact on Social Provision</i>	7
<i>The Existing Education and Training Situation</i>	7
<i>Constraints on the Provision of Education and Training</i>	10
<i>National Expenditure on Education and Training</i>	14
Chapter 3 Strategy for the Future	17
<i>The Challenges Facing the Education Sector</i>	17
<i>The Mission of ESIP</i>	18
<i>Guiding Principles for ESIP</i>	20
Chapter 4 Priorities for the Integrated Education Sector Investment Programme	24
<i>Making the Best Use of Resources</i>	25
<i>Improving the Delivery of Education and Training</i>	28
<i>Increasing Access</i>	31
<i>Promoting Greater Equity in the Provision of Education and Training</i>	35
<i>Improving the Quality and Effectiveness of Education and Training</i>	39

Chapter 4	Priorities for the Integrated Education Sector Investment Programme (contd.)	
	<i>Broadening Education and Training</i>	42
	<i>Promoting the Constructive Use of Leisure Time</i>	45
	<i>Promoting Healthy Living and Fostering Personal and Environmental Well-being</i>	48
Chapter 5	Capacity Building	51
	<i>Human Resource Development</i>	51
	<i>Resource Mobilization</i>	53
	<i>Resource Allocation, Utilization and Management</i>	54
	<i>Transport and Communications</i>	55
Chapter 6	Implementation Strategy	57
	<i>Sectoral Organization and Management</i>	57
	<i>Legal Framework</i>	59
	<i>Monitoring and Evaluation</i>	59
Appendices		
Appendix A	Summary of Priority Objectives, Strategies and Timing of Measures	61
Appendix B	Total Public Budget, Gross Domestic Product and Budget Allocations to Education Sector Ministries, 1992–1996	67
List of Acronyms		68
Tables and Boxes in Text		
Table 1	Budget Allocations to Ministries in Education Sector in Relation to Total Public Budget (TPB) and to Gross Domestic Product (GDP)	15
Box 1	ESIP's Mission	18
Box 2	Guiding Principles for the Integrated Education Sector Investment Programme	20
Box 3	Priorities for ESIP	24
Box 4	ESIP Management Structure	58

Foreword

The Government of the Republic of Zambia wishes to put in place policies and strategies that ensure that every person – child, youth and adult – will be able to benefit from educational opportunities designed to meet their basic learning needs. The Government's fundamental aim in this regard is to provide education and training that will serve individual, social and economic well-being, while enhancing the quality of life.

The attainment of these goals encounters many problems, among them those arising from fragmentation in the provision of education and training. The many programmes that exist have not been well integrated, harmonized and coordinated across the numerous providers of education and training. These include the four ministries that have special responsibility in this regard and a wide variety of non-governmental stakeholders. The result has been duplication of effort, inefficient use of resources and, at times, conflicting strategies.

A further major problem is that existing arrangements do not adequately provide for private and community initiatives and participation. Structures and procedures that have remained in place from an earlier political era do not sufficiently reflect the principles of liberalization and democratization in the provision of education and training.

In response to these and other problems that beset the education sector, the Government has designed the Integrated Education Sector Investment Programme (ESIP). This is a Government initiative that provides for sector-wide integration in the areas of relevant policies, programmes and projects that address the provision of education and training by both governmental and non-governmental agencies.

Specifically, ESIP is a comprehensive programme designed to provide better for national education and training needs by eliminating the fragmentation that characterizes education and training in the areas of financing and project/programme implementation. It aims at increasing access, improving equity, and providing quality and cost-effective education and training to all children, youths and adults through the rational, coordinated and efficient use of available resources.

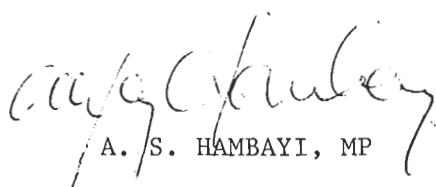
The major guiding principles of ESIP are coordination and the rational use of resources at all levels in accordance with set priorities. The programme builds on a strong sense of partnership among all providers of education and training, and seeks to channel resources where they are most needed.

Recognizing that the Zambian people constitute the nation's most important asset, the Government will invest in them by providing the resources for the education and training needs identified in this document. However, the implementation of ESIP does not depend on the availability of financial resources alone. It also requires leadership and commitment throughout the education sector. Many of the strategies proposed in the

following pages do not require additional funding for the improvement of education and training, but they do require dedication and direction.

The ultimate objective for establishing the Integrated Education Sector Investment Programme is to enhance the capacity of the education sector to equip every child, youth and adult more effectively for a fulfilling and productive life in Zambian society. History will measure the Programme's success in terms of its success in attaining this objective.

In conclusion, we wish to express our sincere gratitude to all those individuals and institutions who worked tirelessly in the development of this document. While acknowledging the contribution of a range of participants, we wish to pay special tribute to the members of the Education Sector Coordinating Committee, the Education Sector Technical Committee, and the Integrated Education Sector Investment Programme Secretariat, without whose dedication and perseverance this work could not have been accomplished.



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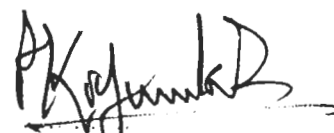
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Executive Summary

Preamble

The Policy Framework for the Integrated Education Sector Investment Programme provides the Government with a fresh opportunity to reassert its commitment to providing education as a human right, to reaffirm its conviction that education and training are necessary pre-conditions for human and economic development, and to state emphatically that the participation of various partners is required if all education and training needs are to be met.

Rationale for ESIP

Education and training are provided by various government ministries, chief among them being the Ministry of Education (MOE), the Ministry of Science, Technology and Vocational Training (MSTVT), the Ministry of Community Development and Social Services (MCDSS), and the Ministry of Sport, Youth and Child Development (MSYCD), and a wide variety of non-governmental agencies and bodies. The multiplicity of providers is tangible evidence of the democratic character of educational provision. With so many providers, however, there is need for closer coordination, the elimination of unhelpful competition and sources of conflict, a more rational deployment of scarce resources, mechanisms to forestall gaps and inadequacies in provision, and measures to ensure acceptable levels of quality, efficiency and effectiveness.

The Integrated Education Sector Investment Programme (ESIP) is conceived as a response to these problems. It is based on the principles of partnership, effective and efficient use of resources, accountability and equity.

The Current Situation in the Education and Training Sector

The decline that has characterized the Zambian economy since 1975 has had severe negative impacts on social provision in general and on the provision of education and training in particular. Substantial reductions have occurred in the real value of the resources going to the education sector. These reductions were experienced during a period when unsatisfied demands and a rapidly increasing population put the system under considerable pressure to expand.

Notwithstanding considerable achievements by the providers of education and training, the sector continues to face major problems of access, equity and quality. The rapid rate of population growth has outstripped the sector's capacity to respond to basic needs. There are not enough primary school facilities, especially in urban areas, to cater for all the eligible children, less than a quarter of those of the relevant age can enter secondary school, and of these only one-third can complete the full secondary programme.

Enrollments in teacher education, technical and vocational institutions, and in the two universities, have stagnated during the past decade at a relatively low level. Problems of access, exacerbated by poverty and sickness, have reduced levels of participation in literacy and non-formal training programmes. At the same time, the informal employment sector has grown very rapidly, but the education and training system does little to prepare those who are to enter this sector.

Equity considerations highlight the way resources for the sector are appropriated more by boys and men than by girls and women, and more by urban than by rural provision. They also draw attention to the fact that the system does not yet make adequate provision for the majority of those with special education and training needs.

The strategies adopted to cope with declining resources have had negative impacts on the quality of the education and training provided in the majority of institutions and centres. Large classes, reduced hours of classroom instruction, shortages of teaching and learning materials, inappropriate methodologies, outdated curricula, inability to place technical students on industrial attachments, and difficulties in retaining capable and trained staff have all contributed to jeopardizing quality within the sector.

Analysis of public expenditure shows that in recent years the sector has been receiving the equivalent of no more than 3% of GDP and only slightly more than 10% of the total public budget. This level of public funding is inadequate for the needs that are experienced. A major task for the Government will be to effect very significant increases in allocations to the sector.

Strategy for the Future

In the light of the many problems facing the sector, in view of the need for a more coordinated approach, and in response to the scarcity of resources, an extensive process of consultation and deliberation has led to the design of the Integrated Education Sector Investment Programme (ESIP). ESIP is guided by a mission statement which reads: *The Integrated Education Sector Investment Programme invests in people as the most critical factor in development, with the objective of promoting quality, relevance and equitable provision in education and training through the rational, coordinated and efficient use of available resources.*

The mission statement synthesizes a number of key ideas:

- that people are central to development
- that education and training represent an investment in people
- that measurable learning achievements and outcomes are more important than numerical gains
- that education and training must be attuned to the socio-economic context
- that ESIP is concerned with the entire sector and not just with formal education

- that priority is to be accorded to ensuring that every child, youth and adult be provided with an opportunity to achieve and maintain an acceptable level of learning
- that partnerships and close collaboration are of particular importance
- that there is need to make the best possible use of whatever resources are available and for strict accountability in their allocation and use.

ESIP's approach to the selection of priorities and the conduct of activities will be guided by a number of principles:

- partnership and collaboration
- optimal use of available resources
- equity in provision
- efficiency in delivery
- quality of process
- relevance to socio-economic context
- accountability in use of resources.

ESIP Priorities

In the light of the identified needs, and in keeping with its mission and guiding principles, ESIP's work programme will be structured around a number of key priorities.

1. Promoting the rational and coordinated use of resources allocated to the sector.
2. Improving the delivery of education and training at local and national levels.
3. Increasing access to formal and non-formal education and skills training — with the sub-priorities of
 - expanding opportunities for the access of all children to basic education;
 - expanding the range, scope and provision of skills training opportunities for youths; and
 - effecting a substantial reduction in the rates of adult illiteracy.
4. Promoting greater equity in the provision of education and training, with emphasis on the poor, girls and women, those with special needs and other vulnerable groups.
5. Improving quality and effectiveness in the delivery of education and training.
6. Broadening education and training so as to equip students and participants more effectively for a fulfilling life and productive work in Zambian society.
7. Promoting the constructive use of leisure time.
8. Promoting healthy living and fostering personal and environmental well-being.
9. Building capacity at the human and institutional levels for mobilizing, managing and effectively coordinating resources, with a view to improving the delivery of education and training.

For each priority area, the rationale, together with a set of implementable strategies, is provided.

Capacity Building

Sufficient attention to capacity building will be critical to the success of the whole undertaking. This entails attention to human resource development, particularly in the forms of (a) management training, and (b) the training of teachers and instructors. Cooperation in the mobilization, allocation and use of resources will also be critical to the programme's success. A major need is for an increase in the sector's share of national resources and for more efficient and equitable intra-sectoral allocations of such resources. Improvements are also needed in budgeting procedures, while accountability, in terms of value for money and quality of provision, must be stressed at all times.

Implementation

The implementation of the programme will necessitate that procedures be streamlined in order to enhance cooperation and collaboration among the various partners, both within the Government and among the private and voluntary organizations. Because it cuts across four government ministries, and at the same time embraces the private and voluntary organizations, ESIP will need a unique structure, ranging from a fully representative directing body (a National Education and Training Board) to executive and implementing units (Education Sector Coordinating Committee, Financial Disbursement Unit, ESIP Secretariat, operational units within ministries and the non-governmental agencies).

A further requirement is the establishment of the legal framework needed for ESIP to conduct its work. A comprehensive review of existing legal provisions is required so that the legislation can reflect the philosophy and principles of an integrated education sector.

Because of the magnitude of the task that ESIP implies, a regular system of monitoring and evaluation is required. This is also needed because ESIP entails a form of development that is new to the education sector in Zambia.

Chapter 1

Underlying Principles and Rationale for the Integrated Education Sector Investment Programme (ESIP)

Preamble

The Policy Framework for the Integrated Education Sector Investment Programme (ESIP) provides the Government of Zambia with a fresh opportunity to affirm its commitment to education as a human right, to reassert its faith in education and training as pre-conditions for human and economic development, and to state emphatically that Government alone cannot meet every education and training need -- the participation of various partners is necessary for this. Moreover, attaching high priority to relieving the social problems that have accompanied the economic decline of recent years, the Government is totally committed to providing the sector with the resources it needs for the provision of quality education and training for all children, youths, and adults. It acknowledges that investment in people is one of the surest ways to promote growth, reduce unemployment and alleviate poverty.

In the light of these considerations, the Government recognizes and accepts that the following principles should inform the provision of education and training:

1. being the basis of personal and national development, education and training must be seen as investment and not as consumption;
2. the three major dimensions of education -- formal, non-formal and informal -- are mutually supportive and complementary;
3. each of these three dimensions plays a role in the development of individuals through the values, habits, customs, attitudes and orientations to life that it transmits;
4. formal and non-formal education play a vital role in the development of the values and attitudes necessary for economic development, namely, efficiency, hard work, discipline, creativity, imaginativeness, initiative, and a commitment to personal and national improvement;
5. the knowledge, skills, values and attitudes that individuals acquire from education or training contribute to the enhancement of the quality of life through improvements in health and nutrition, reductions in population levels, maintenance

of the quality of the environment, and the sustenance of economic and political development.

The Government further recognizes that economic and social circumstances have resulted in all forms of provision for education and training becoming so impoverished that teaching and learning have remained constrained and, in a large number of cases, ineffective. It also acknowledges that the decline in the quality of teaching and learning has produced a crisis of confidence in education which can only be offset by a strong commitment to educational development that is based on an integrated, coordinated approach to meeting the problems of the sector and making the best use of limited resources.

The Right to Education and Training

Education enables individuals to develop to the fullest extent possible their innate potential. It is because of this vital role of education in human development that the elementary and fundamental stages are acclaimed as a basic human right. Zambia has subscribed to the United Nations Universal Declaration of Human Rights which includes this provision. The Constitution of Zambia further enshrines it, and the Government categorically affirms its commitment to the actualization of this right, that is, to ensuring that quality basic education and training, directed to the full development of the human personality, should be readily available to all Zambians. The Government and its partners will work through ESIP towards the attainment of this goal.

Measures that ESIP will take in order to ensure the right of all individuals to basic education will include:

- a. expansion of basic formal and non-formal programmes;
- b. development of curricula that will enable individuals to acquire knowledge, skills, values and attitudes that will help them improve the quality of their lives;
- c. development of teacher education programmes that will produce teachers who can promote in learners self-activated and self-motivated learning and self-employment skills;
- d. comprehensive coordination of education among government ministries and other cooperating partners;
- e. rational utilization of resources to ensure harmony, efficiency and cost-effectiveness.

Education and TEVET as Pre-Conditions for Human and Economic Development

People are at the centre of all development, the whole purpose of development being to develop people, not things. The knowledge, skills, attitudes and values that people acquire through education or training equip them in their own right as autonomous participants in the process of socio-economic change and improvement. They also enable them to make a positive impact on the development of non-human resources, thereby leading to increases in the country's wealth.

The Government reaffirms its obligation to ensure the provision of education and training as pre-conditions for human development. It further acknowledges that education and training constitute an investment in people and that the return from this investment will provide the source of future economic growth and social well-being. Knowledge, technology and skills, which are acquired through education and training, are central in shaping the productivity and organization of the economy. The knowledge and skills of the people, and their ability to learn continuously throughout their lives, are critical for prosperity in a liberal market economy, such as Zambia now enjoys. Investing in the development of such knowledge and skills is, therefore, an investment in the country's wealth.

The weak socio-economic position of the country is largely due to the fact that its people are not as well educated or trained as those in economically more prosperous countries. In the absence of deliberate and concerted efforts to provide general education for all, and to accord high priority to technical education and to vocational and entrepreneurship training (TEVET), the wealth of the country will not increase. To the detriment of its people, Zambia will remain economically, scientifically and technologically backward for so long as it does not have the educated population and the corpus of scientists, technologists, technicians and skilled crafts-persons needed as the foundation for all development.

To signal the importance of investing in people, the Government will provide through ESIP the necessary financial resources to

- a. accentuate the important role that education and training play in society;
- b. develop all types of education and TEVET in such a way that they serve as effective instruments for the development of human resources;
- c. make education and training relevant to the needs of individuals, communities, and society;
- d. ensure that education and training in all their forms are accessible on an equitable basis to all children, youths and adults;
- e. provide the inputs needed to make education and TEVET effective, efficient and of high quality.

Current Providers of Education and Training

However, the effectiveness with which education and training can contribute to human and economic development is affected by the way it is provided. Currently, the provision of formal and non-formal education and training in Zambia is the responsibility of a variety of agencies. At the level of government, different ministries and departments provide different education and training services. Within the education sector, provision is made by four ministries: Education (MOE); Science, Technology and Vocational Training (MSTVT); Community Development and Social Services (MCDSS); and Sport, Youth and Child Development (MSYCD). Non-governmental agencies engaged in the provision of education and training include non-governmental organizations (NGOs), churches and religious bodies, industrial bodies and companies, communities, and private individuals. In

consequence of this wide variety of providers, a diversity of school types, ownership and management structures is characteristic of education and training provision in Zambia.

The multiplicity of providers is a clear expression of democratization in the provision of education and training. It demonstrates unambiguously that such provision is a responsibility that does not belong to the Government alone. It is too important and too extensive a responsibility to be entrusted to any single agency, but requires the involvement of a variety of partners, each with its own comparative advantage, resources and philosophy. The diversity of provision responds to the growing pluralism in Zambian society and in particular facilitates parents in exercising their “prior right to choose the kind of education that shall be given to their children” (Article 26, United Nations Declaration of Human Rights).

The diffusion of responsibility for education and training across so many providers is not, however, without its problems. These include:

- loose coordination among different providers of education and training, such coordination being weak even among the four ministries in the sector;
- problems of competition or conflict between providers, with insufficient attention to the rationalization of policies, strategies, priorities and programmes; in particular, conflict instead of common purpose has often been the mode of relationship between the governmental and private providers of education;
- the existence of laws, regulations and procedures that work against effective partnership between government and non-governmental bodies in educational provision and that tend to relegate the latter to a somewhat marginal status;
- the cost-effectiveness of provision in an uncoordinated way, especially in view of the scarcity of resources; fragmentation in provision is seen as leading to failure to harmonize priorities, to duplication of effort, and to inefficient use of human, material and financial resources;
- gaps and inadequacies in provision, occasioned by the lack of policies that provide for comprehensive coverage of the entire field;
- varying degrees of quality, efficiency and effectiveness, corresponding to the resources, management expertise and basic philosophy of the various providers.

These problems and difficulties underline the need for a more coordinated sectoral approach to meeting the education and training needs of the people. A considerable measure of coordination would be appropriate at all times. It is doubly necessary when resources are scarce.

The Integrated Education Sector Investment Programme

The Integrated Education Sector Investment Programme (ESIP) is based on the principles of partnership, efficient and effective use of resources, accountability and equity. The Programme is conceived as a vehicle for increasing collaboration among stakeholders, each of them partners in their own right in the provision of education and training. The objective is to maximize the resources available to the sector for these purposes. Through

a more cooperative and collaborative approach, the Programme aims at increasing access, improving equity, and providing quality and cost-effective education and training through a combination of formal, non-formal, private and community-based initiatives.

While promoting coordination and collaboration among all providers of education and training, the Programme will also promote cost sharing by beneficiaries and individual families, and investment in the sector by individuals, communities and industry. Using local and donor resources, the Government will, in turn, provide necessary support for such initiatives.

An efficient and effective education and training system requires particular attention to capacity building through training, provision of physical and material resources, and adequate funding. There will also be need to develop and maintain viable communication and records management systems at all levels throughout the sector.

In the light of what has been said, the major guiding principles for ESIP are coordination, the rationalization of functions, and partnership on the one hand, and on the other the rational, coordinated use of resources in accordance with set priorities. Thus, the Programme calls for building and strengthening partnerships at all levels and for channelling sector resources to the points where they are most needed.

The sectoral approach is a major challenge to the current providers of education and training to transcend their limited, inward-looking vision, and to consider the wider needs of the sector as a whole. This expanded vision surpasses current institutional structures, delivery systems and curricula. It is not a remodelled system, but a totally new vehicle for bringing to the people of Zambia the education and training they need for human and socio-economic development. It is a coordinated, harmonized investment programme in the education sector. Above all, it is an investment in people.

Chapter 2

Current Provision of Education and Training

Socio-Economic Context

During the past two decades the Zambian economy has experienced serious difficulties which have limited its expansion. Critical problems have included the failure to diversify the structure of the economy and the internal imbalance evidenced by the high rate of inflation in the period since 1986. Since large-scale copper mining began in the 1920s and 1930s, Zambia has been vulnerable to exogenous changes in the price of copper, a characteristic that remains unchanged today when copper still forms the backbone of the economy. This vulnerability was evident during the 1970s and much of the 1980s when a protracted decline in copper prices, in conjunction with a decline in copper output and a rapidly increasing population, contributed to a fall of one third in per capita GDP.

To address this situation, the present Government adopted in 1992 a wide variety of policy and institutional changes designed to rehabilitate the economy. The changes were based on the conviction that Government should not undertake what the private sector can do at least as well, and were predicated on the importance of allowing market forces to operate. The strategies adopted consisted in monetary and budgetary measures designed to stabilize the economy, by curbing inflation rates and reducing budget deficits, and in market and trade arrangements designed to make the economy more efficient through market operations, privatization and liberalization. Measures were also taken to relieve the social problems that had accompanied the economic decline and to lessen the negative impact of economic restructuring on the poor and most vulnerable in society.

However, despite the measures that were adopted, and the discernible increase in trading activities in the 1990s, the economy has continued to decline. The real GDP fell by 2.5% in 1992, by 3.1% in 1994 and by 3.9% in 1995. The only year in this decade when a decline was not registered was 1993, when the exceptional performance of the agricultural sector contributed to a real GDP increase of 6.5%. The generally poor performance of the economy in the 1990s is attributable to a variety of factors such as recurring droughts which negatively affected the agricultural sector, production difficulties in the mining sector, and poor performance by the manufacturing sector.

Impact on Social Provision

The economic decline has made it difficult for the Government to meet its social and economic obligations. The access of the poor and vulnerable groups to social services continues to be limited, while there has also been an increase in the number of people living under deteriorating social conditions. The incidence of poverty has increased, a notable feature being the substantial increase in the proportion of extremely poor people living in urban areas.

The economic crisis that has characterized the Zambian economy for the past twenty years has resulted in a substantial reduction in the share of national resources going to the education sector. For example, from 1974 to 1983 there was a decline of 38% in total education expenditure and a further decline of 50% in the period 1983 to 1991. The proportion of the total public budget allocated to the education and training ministries, which stood at over 16% in 1984, declined to below 8% in 1991, and in the years since then has fluctuated around 10.5%.

These sharp reductions occurred during years when, because of unsatisfied demands and a rapidly increasing population, enrollments in almost all education and training programmes tended to increase. As a result of the high population growth rate about 48% of the country's total population is aged 15 or less. The youth (those aged 15–25) constitute a quarter of the population and are increasing at an average annual rate of 4.4%. This phenomenon faces the sector with the challenge of meeting the educational and training needs of large numbers of young people and of expanding services to respond to the needs of the growing number of children.

The Existing Education and Training Situation

Ministry of Education

The Ministry of Education provides primary, secondary, teacher, continuing/non-formal and distance education. It is also the Ministry with responsibility for general policy on university provision and education. On the professional side, it discharges its responsibilities through an inspectorate which is an integral part of the Ministry structure, a Curriculum Development Centre which is responsible for the development of the curriculum and support materials from pre-school to secondary level, a Directorate of Continuing Education, and an autonomous Examinations Council which has statutory responsibility for all non-university public examinations.

Preliminary data show that in 1995 there were 4,000 primary schools with an enrollment of 1,808,560 pupils, and 591 secondary schools with an enrollment of 253,000 pupils. The secondary schools comprised 411 basic schools (i.e., Grades 8 and 9 in schools that run from Grade 1 to 9), 47 grant-aided schools (owned and run principally by churches), and 133 conventional government schools.

There are twelve pre-service teacher training colleges (two of which also train pre-school teachers), three secondary teachers colleges, one inservice primary teachers college, and a college for teachers of the handicapped. The total student enrollment in these colleges in 1994 stood at 4,598 (2,580 males and 2,018 females).

University education is provided through two universities: the University of Zambia, in Lusaka, which in 1994 had a total enrollment of 4,592 effective full-time students, and the Copperbelt University, in Kitwe, which had an enrollment of 1,393 students (20% of whom were in degree programmes, 53.5% in diploma and 26.5% in certificate programmes).

- The Ministry's continuing/non-formal and distance education programmes include
- evening classes, offering primary and secondary education and skills training to slightly more than 15,000 students;
 - distance education courses catering for about 20,000 students at both junior and senior secondary levels;
 - Open Secondary Classes catering for almost 24,000 students at junior secondary level; and
 - skills training at Schools for Continuing Education, catering for 2,500 students in academic programmes and just over 1,000 in fourteen different skills training programmes.

Ministry of Science, Technology and Vocational Training (MSTVT)

The MSTVT, through its Department of Technical Education and Vocational Training (DTEVT), provides technical training and vocational training through seventeen colleges and trades training institutes. These offer a diversity of programmes, at diploma and certificate levels, including teacher training (in music, art, commercial subjects, industrial arts, technical teaching, guidance and counselling, and placement), accountancy and business studies, engineering, aviation, secretarial studies, applied arts, paramedical areas, and a variety of trades. Total student enrollments increased from 4,145 in 1993 to 4,888 in 1994 and 5,050 in 1995.

The Ministry also places a high premium on entrepreneurship training, within the framework of Technical Education, Vocational and Entrepreneurship Training (TEVET). Being highly responsive to the demands of the employment patterns in the economy, TEVET is designed in such a way that it satisfies labour market needs, responds to socio-economic concerns, and capitalizes on resource-based opportunities in the economy. During the current period of recession and privatization, the entrepreneurship component is manifest particularly in the *Starting Your Own Business* context, with entrepreneurship training being expected to lead to an increase in the number and status of small businesses.

Ministry of Community Development and Social Services (MCDSS)

The MCDSS offers non-formal education that provides basic and functional literacy, as well as life-skills, to out-of-school children, youths and adults. Between 1992 and 1995, a total of 47,116 persons had either completed or were still on their literacy programmes. Reflecting the low level of female illiteracy in the country, 70% of those participating in the literacy programmes were female.

In addition, the MCDSS offers formal skills training programmes to youths with disabilities and to juvenile offenders in correctional institutions. In collaboration with the Ministry of Education, the Ministry also provides formal basic education for juveniles undergoing correctional rehabilitation. Through its Department of Community Development, MCDSS offers skills training in sewing, knitting, tailoring and handicrafts at a number of homecraft centres.

Ministry of Sport, Youth and Child Development (MSYCD)

The MSYCD is responsible for the promotion of leisure and competitive sport through the training provided for sportsmen and sportswomen, coaches and sports administrators. It also supports the development of the infrastructure for sport, exercises general responsibility for statutorily established sports bodies, and furthers education, promotional and support programmes designed to extend the benefits of sport to all, improve performance and achieve excellence.

The Ministry also provides basic training to out-of-school youth for self-employment and improvement of community life, in addition to counselling programmes and child advocacy and support services. In 1995, there were thirteen youth skills-training-cum-production centres at which a total of 402 youths were training in various skills, such as carpentry, tailoring, brickwork, agriculture, and metal work, as well as in home economics and health education.

Non-Governmental Providers of Education and Training

The non-governmental providers of education and training include the private sector, communities, the churches, and non-governmental organizations.

Private institutions which provide education or training include:

1. institutions run on a non-profit basis:
 - religious agency schools and colleges, some of which charge fees, while others do not;
 - schools established and operated by local or international companies; some of these charge fees, while others do not;
 - community schools, established and run by local communities for the benefit of their own members or by non-governmental organizations;
 - trust schools established for the children of those in the mining industry, but open to others who can afford the economic fees;

2. institutions run on a profit basis:

schools established by individuals or companies for profit purposes, and charging market value fees.

In 1995, there were 55 private and 47 grant-aided church schools out of a total of 235 conventional secondary schools. Between them, these non-government schools account for approximately one-third of secondary school enrollments. Firm data do not exist on the current extent of such provision at the primary level, but in general the involvement of the non-government sector at this level is not large, accounting in the past for less than 2% of enrollments. A feature of recent years is the development of community schools, that is, schools established, run and financed by communities in response to their own needs. A noteworthy characteristic of this community provision is that it is occurring in densely populated urban areas of considerable poverty.

The private sector and the churches are also involved in teacher, secretarial and trades training. In addition, since 1987 there has been a marked increase in the number of private skills training institutes to cater for trainees who could not be admitted into the DTEVT programmes when the Department raised the entry qualification for all its programmes.

The provision by NGOs ranges from pre-school through secondary to adult education and training. Training mainly covers skills inculcation and upgrading. The NGO programmes also include information and awareness programmes focusing on basic health, nutrition, and civic education. Recreational provision is concentrated on various sporting and leisure time activities.

The strengths of these various forms of provision include their flexibility which enables them to respond quickly to identified needs, their use of a variety of approaches, and the popular participation that the majority of them involve. Weaknesses are the absence of coordination and the lack of good information on the numbers being served and the needs that are being met. The introduction of an integrated sectoral approach should help in addressing these problems.

Constraints on the Provision of Education and Training

Although there have been increases in the number of schools, colleges, institutions and programmes, and in the number of students benefiting from such increase, the sector still faces problems of access, equity and quality, arising from a number of factors.

Access

Access to suitable education and training has been inhibited by inadequate development and provision in the sector; the increasing poverty of people; the poor health status of much of the clientele; and distances to learning centres.

The rapid rate of population growth, which lies within the range 2.7--3.1% per annum, has outstripped the economy's capacity to expand facilities and programmes within the sector. Thus the national gross enrollment ratio for primary schools fell from 96% in 1986 to 89% in 1995. There is not enough room in primary schools in urban areas to accommodate all 7-year-old children, with the result that about one quarter of them are denied access each year. Access to secondary education is equally limited, with only about one third of primary school leavers entering Grade 8 and less than one-third of these proceeding, on completion of Grade 9, into Grade 10 to finish the full secondary cycle.

Enrollments in teacher training institutions and the two universities cannot increase, since, with their existing facilities and resources, these establishments have reached the limits of their capacity to provide education of reasonable quality. Whilst enrollments at both primary and secondary schools have increased substantially during the past two decades, enrollments in technical education, vocational and entrepreneurship training institutions lagged behind because of lack of expansion of facilities. In response to the resulting pressures for places in skills training programmes, MSTVT will shortly be opening new programmes in temporary premises, thereby allowing a slight increase in enrollments. But this increase will do little to reduce the pressure of demand.

The extent of this demand is revealed by the fact that in 1995, over 120,000 young people left school upon completion of Grade 7; 40,000 left after Grade 9 and 25,000 left after Grade 12. The universities, colleges and training institutions could absorb fewer than 7,500 of these (almost all of them being Grade 12-leavers). For the remainder, virtually no opportunities exist for further learning or for acquiring the skills needed for a productive and sustainable life.

The increase in poverty has exacerbated the problem of access. Many of the poor are unable to afford even the low costs associated with participation in school or training programmes. They also feel a greater need for the involvement of their children in their household economies and in the generation of the resources they need for survival. The result is an increasing number of children who do not enroll in school, who do not complete the primary cycle, or who are withdrawn early by their parents. Cultural and social practices, particularly those affecting girls, also contribute to this failure to make adequate use of existing facilities for education.

Poverty is frequently accompanied by extensive child malnutrition, tuberculosis, sicknesses occasioned by poor sanitation and inadequate access to a safe source of drinking water, and a range of vitamin deficiencies. These factors adversely affect child development and the possibility of profitable participation in education. The nationwide impact of HIV/AIDS further aggravates the situation for young children, particularly by increasing the number of orphans and child-headed households, and for youths and adults whose health or economic situation debars them from further participation.

The single most important determinant of primary school enrollment is the presence or absence of a school, within easy reach of children of primary school age. The

long distances that many rural and urban children must walk are a serious deterrent to school participation. Similarly, long distances to learning centres negatively affect participation in available non-formal education programmes, particularly the literacy programmes. The narrow geographical coverage of institutions that provide non-formal programmes has also limited access to this form of education. Rural inhabitants, in particular, do not enjoy many opportunities in this regard.

In addition to the constraints arising from the insufficiency of facilities, access to technical and vocational training has been constrained by the sluggishness of the current system in responding to changing labour market demands. Traditionally, such training has been provided through a strictly formal institution-based system to which only a small number of the best Grade 12 graduates can have access. In order to widen access and gain the support of employers and skills users, it will therefore be necessary to create systems, such as competence-based-modular-training or apprenticeships, which are usually industry-led. Because they permit students to transfer credits, these new training systems would also provide greater flexibility and would enable individuals to transfer more easily between jobs.

As a result of the large number of children who either have never been to school or who have dropped out at various levels, as well as because of retrenchments and the closure of many industries, the informal employment sector has grown tremendously in recent years. The majority of participants in this sector find that they lack the skills and knowledge required for establishing themselves successfully. Little or no provision exists in the curricula of the formal school system for the development of the necessary skills, while technical education and vocational programmes have been directed almost exclusively towards equipping people with knowledge and skills meant for formal sector employment.

Equity

Equity in education and training refers to the way in which resources for these purposes are distributed among individuals or groups. The general policy of the Government is that every person in Zambia, regardless of place of residence, poverty, gender or disability, should be able to participate fully and on an equitable basis in education and training. In practice, there are great imbalances in provision.

Despite the fact that equal numbers of boys and girls enroll in Grade 1, fewer girls than boys are found in schools from grade 5 onwards. Statistics show that in 1995 there were 20% more boys than girls in Grade 7 and 40% more in Grade 12. In the universities, the picture is at its worst, there being four times as many males as females. Because of the gender stereotyping that relegates girls and women to a limited number of training opportunities, most technical education, vocational and entrepreneurship training (TEVET) programmes, except secretarial studies, are male dominated. Similarly, the percentage of females undertaking skills production training at skills centres is low compared to males; for instance, in 1995 177 females were enrolled against 225 males.

Because of social and cultural factors and problems of distance, children in rural areas tend to participate less than their urban counterparts in education, while among rural children girls are particularly disadvantaged. The provision of education in rural areas has also suffered from failure to invest in infrastructure, a large proportion of the schools being dilapidated and in extensive need of repair. Such educational materials as are available do not always reach rural schools, while many of these schools must rely heavily on the work of untrained teachers. At another level, the lives of the rural population are minimally affected by MSTVT programmes which are focused mainly on the needs of the urban formal sector. Enhancing the relevance of TEVET to rural development, through emphasis on agriculture, agro-based industries, village-based technologies and community enterprises, would help to minimize such problems as rural poverty and youth unemployment and rural to urban migration.

The unfavourable educational status of girls and rural inhabitants is reflected in the rates of adult illiteracy. Census data show that, at the national level, approximately one-third of all persons aged 15 and above cannot read and write. For women as a group, 42.7% are rated as illiterate, compared with 22.8% of men; while 44.7% of rural adults are unable to read and write compared with 15.2% of the corresponding urban population. These high rates of illiteracy tend to be closely associated with high rates of poverty: the geographic areas that show the highest levels of illiteracy also show the highest rates of poverty.

UNESCO and others in the international community have acclaimed Zambia's efforts to reach out to the handicapped and impaired. Among other interventions, MOE has thirty-one special education institutions that cater for the needs of those with severe impairments, while DTEVT offers vocational training (in weaving, tailoring, basketry, pottery, mixed farming, leather work and home economics) in seven trades training institutes to persons with mental retardation. Notwithstanding these praiseworthy efforts and considerable success, the majority of those with special needs are not yet able to benefit from the education and training system. Apart from the small number of special institutions, units and programs, education and training opportunities for those with physical or psychological disabilities remain very limited.

Quality

The quality of education and training provision in the sector has been adversely affected by the scarcity of resources which has necessitated the adoption of various strategies that are hostile to meaningful learning and quality provision. At the school level, it has been necessary to have recourse to very large classes, to make widespread use of double, triple and quadruple sessions, and to shorten the number of hours of classroom instruction.

In almost all institutions, schools and colleges, teaching and learning materials, tools and equipment are in short supply; where they exist, the books used at the tertiary and TEVET levels are frequently outdated, and tools and equipment are obsolete or

unusable due to lack of resources for maintenance. This has necessitated placing excessive reliance on teacher- and instructor-centred methodologies, with much of the student participation being reduced to listening, taking notes, and absorbing what is received from another. The consequent widespread absence of student activity and hands-on experience has contributed to the superficiality of much learning and to inadequacies in performance, both within the institutional framework of examinations and subsequently in the real-life situation of work. Most of the current TEVET curricula are outdated and, because of the centralized monolithic approach to curriculum development, tend to lag behind market demand and technological change. A further problem faced by technical education and vocational training institutions has been the lack of opportunities for students to undertake industrial training, largely because of industrial decline, but partly also because TEVET legal provisions do not include incentive schemes for enterprises participating in training.

These problems have all been aggravated by numerous operational difficulties which have prevented many institutions, especially those pertaining to TEVET, from operating at full capacity. The principal sources of these difficulties are the inadequacy of financial resources and the erratic disbursement of approved funds. Of special concern is the shortage of teachers and trainers and the failure to retain the services of a large number of well-qualified individuals. More than 15% of teachers in primary schools are untrained (in rural provinces, as many as 25% of the primary school teachers may be untrained). In the literacy programmes, because of low allowances, only 300 out of 1,900 instructors have remained in service. The technical institutions have not been able to maintain staffing at the required levels and, as with students, have not been able to place staff in industry for up-dating and familiarization purposes. Although the two universities receive a sizable proportion of the sector's resources, their salaries and conditions of service are so uncompetitive that they have difficulty in retaining qualified staff: in the decade 1984-1994, the University of Zambia alone lost over 230 of its lecturers, 161 of them holding doctorates.

National Expenditure on Education and Training

The allocation of public financial resources to the education sector ministries has never been adequate for national education and training needs. From 1975 to 1985, the proportion of the GDP devoted to the sector averaged 5.5%, but thereafter it fell off sharply, to as low as 2.0% in 1993 before rising to 2.9% in 1994 and 1995. Although these increases are a welcome development, they show that in general the sector continues to be greatly under-resourced. The extent of the shortfall can be gauged from the fact that the international yardstick for the provision of universal primary education of good quality is 2% of the GDP. In the past, developing countries whose economies made great strides forward committed more than 5% of their GDP to formal education alone, apart from other forms of education and training.

In terms of the total national budget, the ministries in the sector accounted for more than 17% in 1984, but by 1994 this proportion had fallen to 10.0%, rising somewhat in 1995 to 10.6% (Table 1). The proportions shown in Table 1 include allocations for all

activities of the relevant ministries. In the cases of MCDSS and MYSCD these activities extend very considerably beyond the provision of education and training. When account is taken only of the allocations for education and training, the proportion of the national budget dedicated to these purposes is lower than shown, currently standing at little more than 9%. The proportion is considerably higher in terms of Government's discretionary budget (essentially, the total budget less debt repayments), but it still remains low in relation to the needs of the sector.

A significant feature of the budget for the education sector ministries is that while the percentage allocation to MOE has shown some tendency to increase since 1992, reaching 8.8% in 1995, the proportion of the national budget allocated to MSTVT has

<i>Ministry Budgets as % of TPB</i>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>
MOE	7.9	8.5	8.1	8.8	8.5
MSTVT	1.1	1.2	0.8	0.6	0.5
MCDSS	1.1	0.9	0.9	0.8	0.7
MSYCD	0.2	0.2	0.1	0.3	0.6
<i>Education Sector Ministries' Budget as % of TPB</i>	10.3	10.8	10.0	10.6	10.4
<i>Education Sector Ministries' Budget as % of GDP</i>	2.9	2.0	2.9	2.9	—

Source: Appendix B, page 67 below

declined since 1993, representing in 1995 only 0.6% of proposed total national spending. A similar reduction was experienced by MCDSS, which saw its budget, as a proportion of the total national budget, shrink from 1.1% in 1992 to 0.8% in 1995. The annual budget for MSYCD has fluctuated in recent years, but prior to 1996 it never exceeded 0.3% of the total national budget.

These low allocation levels of public funds do not provide sufficient support for the education and training activities provided by the four ministries. A major task that faces Government is to effect very significant increases for each of the ministries, and for the sector as a whole, in particular for those ministries and programmes that provide basic education and training services to large numbers of children, youth and adults.

Chapter 3

Strategy for the Future

The Challenges Facing the Education Sector

Zambia places great emphasis on increasing educational opportunities for all, from the lowest to the highest levels. Not all, however, are able to get the education and training they need or to which they aspire. The circumstances contributing to this include

- inadequate and ‘parochial’ understanding of the scope, extent and dynamics of the education sector in Zambia
- diffusion of educational provision over a number of uncoordinated partners
- insufficient cooperation and collaboration among the providers of education and training
- uncoordinated arrangements for the effective and efficient allocation and use of resources, particularly financial resources
- failure to identify areas of congruency in the sector
- constraints which slow down the flow of vital information within and between the relevant ministries in the sector
- problems in coordinating donor assistance within ministries and across the sector.

These circumstances point clearly to the need for a coordinated, integrated approach by the four line ministries and the private and voluntary organizations in the provision of education and training. The magnitude of the challenges that face the education sector accentuates the need for such an approach:

- the challenge of expanding opportunities for access to formal and non-formal education and skills training
- the challenge of improving the quality of educational provision at all levels
- the challenge of protecting the rights and interests of the poor, women and girls, the rural population, and those with special needs, and of ensuring equitable provision of opportunities for education and training
- the challenge of preparing young people for life in a social and economic environment that is changing rapidly
- the challenge of preparing young people adequately for work
- the challenge of providing increasingly for “second-chance” education
- the challenge of fostering the creative and constructive use of leisure
- the challenge of improving the management of education at local and national levels

- the challenge to the education sector and its institutions and personnel to reflect and transmit sound democratic principles
- the challenge to get the best possible benefit from available resources for education
- the challenge of ensuring transparency and accountability in relation to quality and value for money.

The Mission of ESIP

In the light of the growing concern that investment in the education sector was failing to meet expectations, the principal line ministries that provide education and training considered the need for an approach that would be characterized by greater coordination and a more rational and efficient use of resources. The process thus initiated led to a number of workshops and widespread consultation. Arising from this process, the Government has decided to design an Integrated Education Sector Investment Programme (ESIP) that will support the provision of formal and non-formal education and training.

A mission statement (Box 1) and a number of principles (Box 2) guide the work of ESIP.

Box 1: ESIP's Mission

The Integrated Education Sector Investment Programme invests in people as the most critical factor in development, with the objective of promoting quality, relevance and equitable provision in education and training through the rational, coordinated and efficient use of available resources.

ESIP's mission statement highlights two things: people are central to development and education is an investment which enables people to expand their capabilities and use them appropriately. To speak of people as the most critical factor in development underscores that (a) true development is the development of people; (b) development must reach every person; and (c) there can be no economic development without the prior development of human resources. To say that ESIP invests in people emphasizes that spending on education or training is not consumption. It is investment which must be

supported by the economic resources of society. Ideally, the return from this expenditure will promote future economic growth and social well-being.

The goal of promoting quality brings out that access and numerical gains are not enough. It is measurable learning achievements and outcomes that count at every level. Education and training opportunities will translate into meaningful development for people only when participants incorporate into themselves useful knowledge, abilities, skills and values, that is, when they actually learn as a result of these opportunities.

The goal of relevance affirms that education and training must be attuned to the socio-economic context. Hence they must equip participants more effectively for life, for work in an enterprise culture, and for membership in a society that increasingly depends on technology and technical skills, but where formal sector employment is scarce, HIV/AIDS and other health problems are rampant, and opportunities for the constructive use of leisure are limited. At another level, relevance also points to the need to take account of the learner's situation, so that education seeks to ensure a child's right to a safe and joyful childhood, responds to the different learning needs of youths and adults, uses appropriate activity and learner-centred methods, and incorporates aspects of the local culture.

The goal of equitable provision affirms the priority of providing all children, youths and adults with an opportunity to achieve and maintain an acceptable level of learning. It implies an active commitment to removing educational and training disparities, and draws attention to the need to provide for the basic learning needs of disadvantaged groups -- girls and women, rural inhabitants, the poor, those with special learning needs.

The mission statement's reference to education and training underscores that ESIP is concerned with the entire education sector -- with non-formal as well as with formal education, with skills training as well as with school education, with adults in need of basic education and training services as well as with children and youth.

Reference to the rational, coordinated and efficient use of resources recognizes two features of the sector:

- (i) that there are many providers of education and training and that it is neither satisfactory nor cost-effective that their resources be used in uncoordinated ways. Hence there is need to establish mechanisms that will institutionalize forms of cooperation and give clearer expression to the existing partnerships; and
- (ii) that resources are always likely to be limited and insufficient for the many needs of the sector, that there are several legitimate competing demands inside and outside the sector for these resources, and that the ultimate origin of these resources is with the general public, tax-payers and enterprises, both in Zambia and elsewhere. Hence the reference underlines the need to make the best possible use of whatever resources are available, and to ensure strict accountability in their allocation and use.

Guiding Principles for ESIP

In order to shape its approach in selecting priorities and conducting its activities, ESIP is guided by a number of principles (Box 2).

Box 2: Guiding Principles for the Integrated Education Sector Investment Programme

partnership and collaboration
optimal use of available resources
equity in provision
efficiency in delivery
quality of process
relevance to socio-economic context
accountability in use of resources

Partnership and Collaboration

ESIP will encourage and strengthen partnerships in the provision of education and training. Effective partnerships involve giving attention to the role that cooperating partners play, formulating policies to guide the partnerships, and establishing strategies that facilitate them. A strong commitment to new and revitalized partnerships at all levels necessitates improved cooperation among the various stake-holders, coupled with better planning and coordination. It implies, therefore, the more coordinated use of available human, material and financial resources for education and training.

A cardinal principle is the recognition that partners in the education sector participate by right and not by sufferance. This entails that the relevant partners play an active role in planning, implementing, managing and evaluating education and training programmes. It also entails freedom in the flow and use of resources for education and training, between the line ministries themselves, and between the ministries and the private and voluntary organizations.

Partnerships and collaboration are at the heart of ESIP.

Optimal Use of Available Resources

The impact of the limited resources available for the sector will be maximized through well-coordinated programmes and activities that will cut across the providing ministries and the private and voluntary organizations. An early task will be the design of a Strategic Plan that formulates implementable strategies and activities and that identifies the responsible agencies. The present document presents priorities that will guide the development of such a plan.

Equity in Provision

In keeping with its mission and role, a key principle for ESIP will be to ensure that the benefits of education and training can be appropriated by all Zambians, but particularly by those whose social, economic or personal status makes them especially vulnerable. It will therefore be concerned with ensuring that every person in Zambia – child, youth, and adult – is able to benefit from educational opportunities designed to meet their basic learning needs. It will also be concerned with compensatory provision for those who are most at risk. These will include the poor, girls and women, disabled persons, and those affected by the HIV/AIDS situation.

Efficiency in Delivery

ESIP will ensure more efficient delivery of educational and training opportunities by adopting the principle of subsidiarity or devolution. This principle states that higher bodies and organs will not perform functions and services that can be performed by lower bodies or individuals. ESIP's guiding strategy, therefore, will be that everything that can be planned, implemented, or managed at community and school levels will be done there; only matters which cannot be handled effectively at these lower levels will be attended to at higher levels. Adherence to this principle will give practical expression to the democratic principles of legitimate autonomy, self-determination and participation in development undertakings. It will also give concrete expression to the principle of decentralizing control and management of education and training.

The effect of this principle in the working out of ESIP's strategies will be to transfer to education and training boards, as well as to individual communities, responsibility for the delivery of mutually agreed and appropriately resourced programmes.

Quality of Process

Expanded education and training opportunities are of value only if they facilitate improved learning by participants. ESIP's programmes of activities will be guided by clear expectations of what learners should achieve and by concrete measurements of what learners actually achieve. In other words, they will be results and impact oriented. There will be set goals for the various programmes and all actors will be monitored on the achievement of these goals. At the most basic level, ESIP will promote this learning achievement in three interrelated areas:

- the development of communication skills
- the fostering of knowledge and skills that enhance the quality of life
- the development of skills that can contribute to economic production.

ESIP will also be concerned with the development of these skills at progressively higher levels.

Key features in the promotion of quality will be (a) the emphasis ESIP will place on empowering teachers, students, parents and the community to take responsibility for

making education and training decisions and for the consequences of those decisions, and (b) an emphasis on an active approach in which the participants become responsible for their own learning and where learning activities flow from and are applied to the local context.

Relevance to Socio-Economic Context

All education and training must be firmly rooted in the society, culture and economy they serve. What students learn should be socially useful. There is need to broaden education and training so that they go beyond the mere acquisition of facts, but equip students more effectively for life and for work in the framework of Zambia's economy. ESIP will include major efforts to increase awareness of science, technology and enterprise among all young people. Recognizing the special problem of youth unemployment, it will address itself vigorously to equipping young Zambians so that they have a better chance of entering employment or of living a successful and productive life in self-employment. To this end, the programme will focus attention on

- strengthening the vocational dimension at every level of formal education,
- developing the communication, mathematical and other skills sought by employers,
- promoting the critical thinking, problem-solving ability and individual initiative that self-employment requires, and
- fostering the ability to manage oneself and to make the best use of personal resources.

Relevance also necessitates greater responsiveness to the cultural and social dimensions of society. At one level, this translates into preservation and enhancement of Zambia's rich cultural heritage. At another level, it takes account of the fact that although productive employment, which constitutes one basis for human dignity, is the best way of extending the benefits of growth to all, leisure occupies a significant proportion of most people's time. The principle of relevance will therefore guide ESIP in promoting both culture and the constructive use of leisure.

Accountability in the Use of Resources

Measures to ensure that all government, donor and community funds for the sector are properly utilized and accounted for have always been necessary. This need is even greater for ESIP, with its plurality of actors and participating bodies. The large-scale decentralization of authority throughout the sector also calls for adequate systems of accountability, so that resources are seen to be properly utilized, employed to the best purpose, and applied in accordance with agreed priorities. Guided by the principle of accountability, ESIP will institute procedures to ensure accurate and comprehensive accounting and reporting for all funds utilized, value for resources spent, and quality in both the services provided and the results obtained.

Accountability and transparency will be further promoted by an open policy on information disclosure. This is of considerable importance because of the numerous

government, private and donor bodies that will participate in ESIP at different stages. An important vehicle for achieving this openness will be the regular production of reports that will make information available at all key stages of programme activities, and that will record performance against planned objectives and performance indicators.

Chapter 4

Priorities for the Integrated Education Sector Investment Programme

In the light of the identified needs, and in consonance with its mission and guiding principles, ESIP will organize its work programme around nine key priorities (Box 3):

Box 3: Priorities for ESIP

1. To make the best use of resources
2. To improve the delivery of education and training
3. To increase access
4. To establish greater equity, paying special attention to vulnerable groups
5. To improve quality and effectiveness in delivery
6. To broaden education and training
7. To promote constructive use of leisure time
8. To promote healthy living and personal and environmental well-being
9. To enhance capacity building in the sector

Because of the complex interactions between the various components that go to make up an education and training system, it is not possible to maintain hard and fast distinctions between each of these objectives. They remain, however, points of departure for strategies designed to maximize effectiveness within the sector and to promote partnership and cooperation.

This chapter considers the first eight of these priorities. The ninth – capacity-building – is of such magnitude and importance that it is treated in a separate chapter.

Making the Best Use of Resources

The *raison d'être* for ESIP is the uncoordinated approach to the provision of education and training by the four line ministries and the private and voluntary organizations. Remedying this situation will require major changes in the ways in which these bodies view and conduct their activities. There will be need to change from an inward-looking, territorial approach to one of genuine collaboration that may require the sacrifice of certain responsibilities and the assumption of new ones. The transition to this will not be easy, but it can be facilitated and supported by the establishment of relevant coordinating structures, ranging from a National Education and Training Board to an Education Sector Steering Committee. The aim at all times and at all levels will be to increase the scope and range of coordination. Integral to this will be the need to coordinate investment in the sector and in the various activities that fall within the sector's ambit. The accomplishment of this will necessitate the establishment of a sector-wide financial unit, resourced by local and donor funds, to support activities that are currently the responsibility of more than one agency.

One of ESIP's most challenging tasks will be to balance the competing demands within the sector for resources. It must ensure that providing for basic, lower level needs does not swamp out middle and higher level education and training, and equally that responding to the demands at the higher levels does not starve the lower levels of critically important resources. An urgent need is for an assessment of the country's human resource requirements at the technical and professional levels. In the absence of this information, it will be difficult for ESIP to ensure that it is channeling resources to the areas of greatest need.

A particular need is for the coordination of higher education. Currently, as the responsibility of various ministries, parastatal and private bodies, this is provided in a variety of autonomous, semi-autonomous and government-run institutions. The need is for an authority that will have advisory, planning, quality assurance, financial and administrative functions relating to the entire field of higher education. Although this field extends across more government ministries than are encompassed in the education sector, ESIP will actively promote the needed coordination and the establishment of whatever organs are required for achieving this.

All of the agencies that provide education and training face problems in funding their activities. Increasingly, they have turned to the beneficiaries to share with them the costs of the services they provide. ESIP will seek to coordinate these activities by developing guidelines on cost-sharing, developing a sector wide policy on student bursaries, and establishing the conditions for student loan schemes. Intrinsic to the guidelines and policies will be measures to protect the access of the poor and other disadvantaged groups to education and training.

Potential exists in the private sector, communities, charitable and religious bodies to invest in the education and training sector, thereby stimulating growth and increasing

access. ESIP will implement a substantial programme of activities to encourage such investment. These programmes will centre round the free flow of information, the provision of incentives, and creating conditions that will allow the private and voluntary sector to have access to donor funds and other benefits. Enhancing and taking advantage of the private potential for investment will enable the education and training sector to respond more flexibly and successfully to rapidly changing needs.

The coordination and collaborative efforts envisaged by ESIP apply to all the resources available to the sector — human and material, as well as financial. In purely economic terms, the human resources tend to be the most costly component in any activity, and hence their rational deployment and utilization is of the utmost importance. By eliminating duplication, and by conducting and following up on audits of teaching, administrative and other staff, ESIP will seek to promote a more efficient and coordinated use of staff resources. It will thereby contribute to overall reduction of costs as well as to improved deployment of scarce human resources.

The radical devolution of authority and functions to communities, education and training boards, and other lower bodies, as envisaged in ESIP's fourth guiding principle, will free the central ministries from many routine and unproductive tasks and will enable them to concentrate on their core functions of formulating strategic policy, assuring quality, mobilizing budgetary resources, evaluating performance and outcomes, and determining overall personnel policies. In this way ESIP will contribute towards more rational utilization of the resources represented by high-level policy-makers and will facilitate the strengthening of policy formulation. The increased autonomy that this decentralization provides to institutions should also lead to better institutional management of resources

Coordination in the use of material resources applies principally to infrastructure, educational materials and supplies, and transport. Joint efforts are needed for the rehabilitation of the rundown infrastructure — dilapidated buildings, unfurnished classrooms and community rooms, decrepit housing. The other side of this coin is making these facilities available to all partners in the sector, subject to their being available for proper use by their principal clients. Joint policies are also needed for infrastructure maintenance and for collaboration across the sector in the use of staff and facilities for the maintenance and minor repair of structures. There is also ample room for a sectoral approach to the production, procurement, storage and distribution of learning and teaching materials, tools and equipment. The consequent economies of scale and elimination of duplicated efforts could lead to considerable savings. Equally, there is considerable room for coordinated policies on the provision, use, and control of transport, and for cooperation in constructive sharing of whatever may be available.

The establishment of a suitable legal framework is essential for the successful accomplishment of these initiatives. Apart from the legislation necessary for putting ESIP and its coordinating structures firmly in place, there will be need to review and harmonize existing legislation governing the provision of education and training.

A further pre-requisite for success in promoting the coordinated use of resources is consensus on the need for ESIP and awareness of the benefits it promises. This calls for advocacy campaigns, directed towards personnel in the various ministries, the private and voluntary organizations, the donor community, and the public at large. One aim of such campaigns would be to educate on the purposes and nature of ESIP. Another would be to allay fears that the changes may engender and to win support among stake-holders for a more coordinated and cooperative approach to the provision of the needed education and training.

A final pre-requisite is the establishment by each of the line ministries of an accurate, relevant, and up-to-date data-base. This calls for improved record keeping and retrieval systems. There is an urgent need to improve on this aspect, since it is only upon the availability and accessibility of good data that decisions on resources and programmes can be based. The success of much that ESIP aspires to will depend heavily on comprehensive information on the sector.

Objective 1

To promote the rational and coordinated use of resources allocated to the sector

Strategies

1. Develop, before the end of 1996, new legal instruments needed for an integrated sectoral approach, and thereafter review and harmonize the legislation that currently governs the sector.
2. Establish during the course of 1996 the necessary coordinating structures:
 - a National Education and Training Board (including subordinate bodies);
 - an Education Sector Steering Committee;
 - a Financial Disbursement Unit.
3. Cause to be conducted an assessment of national human resource requirements, from technical middle level up to the professional level, and maintain up-to-date information on such requirements and the sector's capacity to meet them.
4. Actively promote the establishment of a coordinating body for higher education.

5. Develop guidelines for cost-sharing, student bursaries and scholarships, and establish loan schemes for students in higher education, ensuring in all cases that the measures adopted do not discriminate against participation by the poor, women and girls, or other vulnerable groups.
6. To encourage private and voluntary sector investment in education and training, implement a substantial programme of activities centred round the free flow of information, the provision of incentives, and creating conditions that will allow the private and voluntary sector to have access to donor funds and other benefits.
7. Conduct audits on the deployment and utilization of teaching, administrative, professional and other staff, with a view to rationalizing staff costs.
8. Establish and implement joint policies on the provision, use and maintenance of infrastructure, equipment and transport.
9. Conduct an assessment of the impact of current preventive maintenance programmes and anti-vandalism measures, and on the basis of the findings extend to all institutions a viable programme that will help them to develop a culture of preventive maintenance and care for assets.
10. Develop coordinated policies on the production, procurement, stocking and distribution of learning and teaching materials, tools and equipment.
11. Improve record-keeping and record-retrieval in the line ministries, and establish a central data-bank, so that there may be an accurate, relevant, up-to-date, and comprehensive data-base to support the activities of ESIP.

Improving the Delivery of Education and Training

The acid test of any innovation designed to improve education and training is whether it leads to more effective teaching and learning. If the innovation facilitates improved teaching and learning it can be said to be worthwhile; if it does not, its value is in doubt.

For this reason, the improved delivery of education and training features prominently among ESIP's priorities. The integrated investment programme will seek to accomplish this improvement by

- devolution of authority and empowerment of those at the grassroots level
- building capacity for improved management
- coordinated provision of support services and necessary supplies

- formative and supportive supervision and guidance.

Devolution of Responsibility

The devolution of powers and functions to education and training boards will empower teachers, parents and communities to take responsibility for education and training. This will necessitate the active participation of all who are, or who should be, involved in the process. Thereby it will create a greater sense of ownership for all that goes on within the school or training situation. Rather than following a blue-print set out by the central ministries, teachers, instructors and community workers, in consultation with community leaders and under the direction of institutional heads, will assume personal responsibility for the delivery of education and training.

Changing to this mode of operations will be an extended process, since it will take time before communities and professionals recognize the extent of their powers and their own potential for improving the education and training situation. To accelerate this process, ESIP will mount awareness and advocacy campaigns to educate the public and professionals on the benefits of devolving responsibility to the local level.

Improving the Management of Education and Training

There will also be need for ESIP to take sector-wide steps to improve management capacity at local and national levels. This will entail improvements in management information systems, as has already been noted. It will also require the establishment of management training programmes, particularly for those who head education or training institutions. ESIP will seek to ensure that training in management functions becomes an integral component in both the pre-service and in-service training of teachers and other education and training personnel. It will also support initiatives to develop special training programmes that would adapt the best principles in management to the special needs of the sector, and will make provision for the mounting of such programmes through distance education.

To promote greater efficiency in institutional management, while at the same time encouraging career development, institutional heads and those in posts of responsibility will be appointed on fixed-term contracts, rather than permanently or indefinitely. These contracts could be renewed by the relevant education or training board which is close to the scene of operations and which includes among its members community representatives with a vital interest in the effectiveness of the institution.

Dynamic coordination and cooperation depend heavily on the partners being able to communicate rapidly and readily. An effective communications system is a powerful support to managers in the field, while it also serves to facilitate the maintenance by central authorities of good information systems. Hence, ESIP will direct its attention and resources to ensuring improvements in communication between and among the various sector providers.

Support Services

It is not possible to transfer responsibility for all aspects of education and training to community or local levels. The framework of a national curriculum, quality assurance, and public evaluation of outcomes will necessarily remain centralized to a considerable extent, as will the production of educational and training materials. The coordinated sector-wide provision of such services will ensure more effective delivery and monitoring of education and training, while being at the same time more cost-effective than devolving such responsibilities to local levels. In particular there is room for a more coordinated approach to the curriculum for the basic level and to the development of teaching and learning materials at this level.

On the other hand, it will be necessary to evaluate whether it is desirable that the Examinations Council should retain responsibility for examinations and certification in areas outside the current primary and secondary school system. The Council's functions are well adapted for general and formal educational provision, but are less well suited to recognizing and accrediting the variety of pathways that may lead to skills acquisition. The national imperative of developing the country's skills base, as well as the rational use of personnel, suggest that cost-efficiency and professionalism would be better served by the devolution of relevant examination functions to MSTVT or to an authority responsible for higher education.

Supervision and Guidance

The devolution of responsibilities to education and training boards highlights the need for an effective system of quality assurance at national level. The close involvement of the private and voluntary organizations also requires that their activities and institutions be evaluated and assessed to the same extent as those in the public sector. The burden of meeting these needs falls on the inspectors and supervisors from the various ministries.

ESIP will develop common guidelines for these supervisory personnel, stressing their twofold role as advisors and evaluators. To this end it will establish supervision and performance criteria that can be used across the sector. A particular need will be for instruments that will facilitate institutional managers in assessing the performance of their staff.

Objective 2

To improve the delivery of education and training at local and national levels

Strategies

1. Proceed with the decentralization to local, institutional and community levels of responsibility and functions for the formal school and college system, and institute such decentralization for TEVET institutions.
2. Mount awareness campaigns on the benefits of decentralization.
3. Improve the management of education and training by
 - establishing and improving management information systems,
 - establishing management training programmes, especially for institutional heads,
 - appointing institutional heads and those in posts of responsibility on fixed-term contracts,
 - establishing and strengthening information and communication services to support education and training institutions.
4. Coordinate the provision of support services, particularly in the development of the curriculum and the production of curriculum materials.
5. Institute supervision criteria for inspectors and supervisory personnel, emphasizing their supportive and formative functions.
6. Develop guidelines for assessing the performance of teachers and others who deliver education or training.

Increasing Access

A major problem confronting each of the education sector ministries is the inadequacy of the services they provide. Primary schools can accommodate only 85% of the children of primary school age, and with the increase in population and minimal new provision of infrastructure this proportion is declining. Only one in three have access to junior secondary education and one in ten to senior secondary. Between them, the two universities admit fewer than 1,500 new students each year. Access to technical education and vocational programmes is severely limited, reaching out to less than 2,500 annually. The number of children who can attend nursery- or pre-school is very small, consisting almost entirely of urban children from the better-off homes. Out of more than 1.3 illiterate persons aged 15 and above, literacy classes reached fewer than 50,000 during the period 1992–1995.

Clearly, inadequacy of access is a sector-wide problem. It is also an enduring discredit for Zambia. It is intolerable that at the end of the twentieth century hundreds of

thousands of young Zambians lack access to any form of schooling, that several million children and youths have no access to forms of education or training that would enhance their chances of leading a more productive and fruitful life, and that over a million and a quarter adults – two-thirds of them women and girls – remain trapped in the web of illiteracy and poverty.

The general problems of inadequacy of access is too large and too widespread to be tackled by any ministry on its own. It is also too large to be tackled by Government on its own. Here, probably more than in any other sphere, there is need for united, coordinated efforts by all providers working in partnership – the four ministries, the private and voluntary organizations, communities, religious groups, families, and the donor community. ESIP will seek to harness the resources of these agencies by coordinating activities aimed at increasing access to form and non-formal education and skills training.

The first requirement will be the establishment of a conducive environment that will encourage and facilitate private and voluntary sector participation in the provision of education and training. An immediate need will be the removal of legislation that restricts and inhibits participation by private and voluntary agencies. A further need is to level the playing field, so that these agencies participate in providing education and training on an equal footing with government agencies, in so far as concerns access to land, tax benefits, access to credit, access to donor funds, and other benefits. ESIP will also find it necessary to encourage every form of community initiative that addresses the problem of access and to make resources and incentives readily available to such communities.

It will also be necessary for ESIP to be clear on the priorities relating to access. So much needs to be done that there is the ever-present danger of trying to do too much at once, thereby spreading resources so thinly that little is accomplished. Looking at the nature and extent of the needs, and taking account of the benefits likely to follow from interventions, the priorities for increasing access can be grouped into three areas:

- expanding opportunities for the access of all children to basic education;
- expanding the range, scope and provision of skills training opportunities for youths;
- substantially reducing, and eventually eliminating, adult illiteracy – above all female illiteracy – through more substantial investment of resources in literacy activities.
- expanding opportunities for children qualifying to high school education.

While these must remain the foremost priorities, absorbing a considering proportion of national resources for education and training, ESIP must also bear in mind that education and training form complex systems, and that improvements and advances at any level necessitate corresponding advances at other levels. The expansion of teacher training, which in turn has repercussions on developments at university level. Skills training for new target groups, for new purposes and in ways, will place heavy demands on teachers and on teacher-trainers/educators. Thus there would be need to develop teacher training programmes focused specifically on institutions dealing with training for disadvantaged youths, community groups, women and the disabled, where the emphasis would be on

skills for community projects, self-employment and income generation. Improved skills-training opportunities may lead to an increased supply of individuals with marketable skills, but will remain under-utilized if there has been no commensurate growth in the market and in the number of more highly skilled crafts-persons who need the support services of semi-skilled workers. An aggressive campaign to reduce illiteracy requires a large cadre of trained personnel as well as suitable pre- and post-literacy learning materials. Hence ESIP's attention to the four basic access priorities will necessitate further attention to wider education and training needs.

Meeting the needs for universalizing education at the base, expanding opportunities for high school education, skills training and combating illiteracy, will require considerable initial investment and, subsequent to that, a greatly increased recurrent budget. The education and training needs of the people can only be met by adequate provision for new, expanded and rehabilitated schools, workshops and community centres. ESIP, however, will limit the size of this development programme by providing for rationalization in the use of physical facilities. While facilities such as schools will continue to be the responsibility to the providers of formal education, they will also be available for use by other parts of the sector when not being used by their principal clients.

Expanding access so as to provide minimally acceptable levels of education and training to all the people will entail unsustainable costs if provision has to be made in the manner that up to now has been customary. It will be ESIP's task to promote the adoption of alternative delivery systems that are cost-effective and efficient. In this regard it will use all available instruments and channels of information, including libraries and the media. ESIP will coordinate these various delivery systems into an integrated system for meeting the basic education needs of children, youths and adults.

Objective 3

To increase access to formal and non-formal education and skills training

Sub-Objectives

- 1. To expand opportunities for the access of all children to basic education**
- 2. To expand the range, scope and provision of skills training opportunities for youths**
- 3. To effect a substantial reduction in rates of adult illiteracy**
- 4. Expanding opportunities for children qualifying to high school education**

Strategies

1. Establish a conducive environment that will facilitate and encourage the participation of private and voluntary organizations and communities in the provision of education and training.
2. Increase the share of the national budget for basic and high school education, skills-training and literacy programmes.
3. Rehabilitate and expand existing infrastructure and provide additional facilities needed for ensuring the accessibility of basic education and training to all persons.
4. Remove financial, social and cultural barriers that inhibit participation of vulnerable groups, and provide special facilities to enhance the participation of such groups
5. Rationalize the use of physical facilities and plant in order to minimize duplication of provision and under-use of available infrastructure.
6. Increase formal school provision so that
 - by the year 2005 every child will have access to seven years of good quality education in Grades 1-7;
 - an increasing number of those who complete Grade 7 can proceed into Grade 8, the targets being 50% progression by the year 2005 and 100% progression by the year 2015.
 - an increasing number of those who complete Grade 9 can proceed into Grade 10, the targets being 30% progression of all Grade 9 candidates by the year 2005 and 50% progression by the year 2015.
7. Provide skills and entrepreneurship training for out-of-school youth by
 - developing a flexible TEVET and non-formal education system capable of responding to the changing needs of the labor market;
 - designing interventions specific to target groups;
 - emphasizing the development of practical productive skills;
 - strengthening the structures which allow the delivery of skills;
 - including provision for training in agriculture in cooperation with the Agricultural Sector Investment Programme (ASIP); and
 - promoting a decentralized skills training system.
8. Increase the vocational relevance of the curriculum for in-school education, and include entrepreneurial education as a component from Grade 5 onwards.
9. Reduce the rates of adult illiteracy from the current level of over 30% to 12% by the year 2007, while at the same time eliminating the male-female illiteracy gap, by
 - expanding access to adult and youth literacy programmes;
 - strengthening the quality of these programmes;

- developing a curriculum and support materials that are relevant to the lives and needs of the learners;
 - encouraging the participation of non-governmental organizations, churches, communities and educated youths and adults in the delivery of literacy programmes.
10. Develop a variety of systems for the delivery of basic education, skills training and literacy programmes, including distance and continuing education, “folk technologies” (songs, dance, folk drama, popular theatre) and the mass media.
 11. Remove financial, social and cultural barriers that inhibit participation of vulnerable groups, and provide special facilities to enhance the participation of such groups.

Promoting Greater Equity in the Provision of Education and Training

A fundamental aim for the education sector is to ensure that every person in Zambia can exercise his or her right to education. For many Zambians, however, the right to education and the right to learn constitute more a vision than a reality. This is because of the existence of disparities, based on residence, gender, poverty and minority status.

Compared with what is available in the better-off urban areas, education and training opportunities are more limited in poor urban and rural areas, where facilities are frequently poor or inadequate, and personnel are less well qualified.

At all levels of education and training, girls fare less well than boys: they are unable to participate in the same proportion as boys, they drop out of school in larger numbers, they perform less well in public examinations, they form a small minority at the tertiary level; and they tend to be restricted to a limited number of vocational, technical and professional fields. Another dimension of the gender disadvantage features prominently in adult life where the number of women who cannot read and write is twice the number of men.

Disadvantages due to place of residence and gender are frequently reinforced by those due to poverty. Children from poorer families are less apt to enroll in schools and more apt to drop out than children from better-off families. In the widespread poverty that affects the country, many of the poor are unable to meet even the small costs associated with education, and many cannot afford to forego the income that children of school-going age could generate.

Minority status refers to those who are physically, psychologically or socially impaired. In addition to those who suffer from physical impairments, this group includes street children, orphans, those who are marginalized as a result of HIV/AIDS and other sicknesses, those affected by drug, alcohol or sex abuse, and those whose unstable home environment keeps them on the fringe of the education system. The education sector caters for only a small percentage of these.

Ensuring full equality of access, participation and benefit for all individuals necessitates that ESIP intervenes at all levels to support those at risk. A principal strategy must be to increase provision and to improve, at all levels and in all areas, the quality of what is offered. Schools and programmes that are sufficient to meet the demands and that provide good quality education and training will be well patronized and will be effective in elevating the educational status of all their clients, thereby reducing disparities.

A second important strategy is the adoption by education and training boards, and by all providers of educational services, of a policy of positive and affirmative action in relation to girls and women, the poor, the rural population, those with special education or training needs, and other marginalized groups. This policy would exclude any action that might be detrimental to opportunities for the most vulnerable and would favour interventions that seem likely to benefit them.

Guided by this policy, providers of services would be particularly sensitive to the impact of cost sharing measures on any marginalized category; where fees or levies have to be imposed or increased, the providers would take steps to ensure that such measures do not lead to reduced levels of participation by any member of a vulnerable group. This will entail establishing bursary schemes and education-and-training funds specially targeted towards girls, the poor, the handicapped, and other identified categories. Within this framework, a guiding principle will be that no individual will be denied essential education or training provision because of inability to pay prescribed fees or levies or for being unable to afford required materials.

The policy of positive and affirmative action on behalf of more vulnerable groups will also lead providers to give members of these groups preference in admission to and continuation in education and training programmes, wherever this is possible. It will also lead, in particular circumstances, to making special provisions on their behalf, as in the establishment of more schools for girls only or of special facilities for the disabled.

Cultural and social factors at times lead to under-utilization of provision by members of vulnerable groups. This appears most notably in the withdrawal of girls from school before the completion of a given level of education, the under-enrollment in rural schools, the low levels of participation by handicapped and impaired persons, and the failure of street children to take up available education and training opportunities. In some circumstances, the failure to participate arises because of lack of appreciation of the potential benefits of education or training. In others, the problem lies with practices such as early marriage for girls or parental unwillingness to send impaired children to school. It

can also tie with erroneous beliefs about roles and abilities, for instance, that being a wife and mother is all that a girl should be prepared for, that girls are not as intelligent as boys, that certain occupations belong inherently to boys and men and others to girls and women, or that there is no productive role that a handicapped person can play.

The problems arising from beliefs such as these are in many respects more intractable than those originating from access or financial barriers. Dealing with them will require a concerted effort by the entire sector, and by influential organs outside the sector, to change perceptions. Communities, families and individuals (including many who work within the education sector) will need extensive education to acquaint them with the fallacies of their erroneous beliefs. This will call for a sustained programme of sensitization, delivered through the media, popular literature and theatre, and public utterances, on the merits and potential of education and training for every member of groups that are at risk. A special responsibility in this regard devolves on the churches and others who form public opinion and attitudes. This calls for the long-term view, since changing people's perceptions is slow work. But achieving greater equity in the provision of education and training requires such attitudinal changes, as much as, if not more than, changes in physical and material provision.

A particular requirement in the area of gender is the provision of more role models for girls, particularly in rural areas. Girls themselves, the boys with whom they associate, teachers and instructors, and the communities to which the girls belong, need to experience concrete instances of women who have successfully surmounted the social and cultural barriers that stand in the way of their advancement. Important measures would be the deployment of female staff to rural areas and the appointment of more women to managerial and responsibility positions. This latter is important within the sector, not merely as a way of providing more role models for the young, but also in recognition of the fundamental equality between the sexes. That gender equity exists, and is seen to exist, within the sector, can powerfully influence girls' perceptions of their place and role in society and can assist them in overcoming social and cultural barriers to their rightful advancement.

Objective 4

To promote greater equity in the provision of education and training, with emphasis on the poor, girls and women, those with special needs, and other vulnerable groups

Strategies

1. Improve the overall quality of education and provision, so that vulnerable groups will perceive more readily the benefits of participation.
2. Require all providers of education and training, including the relevant boards, to adopt a policy, and to put in place related monitorable implementation strategies, of positive and affirmative action in relation to the poor, girls and women, those with special learning needs, and other vulnerable groups.
3. Remove financial barriers to the participation of the poor, girls and women, and all vulnerable groups, by
 - establishing that no person will be excluded from necessary educational or training provision through inability to meet related costs;
 - specifying that education and training boards are not authorized to introduce financial measures that will render participation by vulnerable groups more difficult; and
 - introducing necessary bursary schemes targeted to these groups.
4. Provide special facilities for vulnerable groups, such as schools for girls only or special facilities for persons with disabilities, and where possible give priority of access and continuation to those from vulnerable groups.
5. Progressively reduce social and cultural barriers that inhibit or limit the participation of girls and women, persons with disabilities, and other categories, by
 - sensitization campaigns directed towards Parent-Teacher Associations, teachers, students, education sector management personnel, traditional leaders, and the public at large; and
 - introducing any necessary legislative measures.
6. Establish and maintain a public awareness campaign to highlight the benefits of education and training, with a view to mobilizing interest and resources for extending these benefits to street children, orphans, children and youth affected by the impact of HIV/AIDS and other sicknesses, and others on the fringe of the education system.
7. Improve gender equity throughout the sector by
 - ensuring that no regulations discriminate against the participation, progression or performance of girls in education or training programmes;
 - ensuring that no regulations discriminate against the appointment, promotion or advancement of women within the sector;
 - ensuring that management positions in the sector are equitably shared between deserving women and men;
 - deploying more female staff to rural areas;

- reviewing and enforcing penalties against sector personnel who sexually harass a student or sector employee.

Improving the Quality and Effectiveness of Education and Training

In the years after independence, Zambia's economy was adversely affected by the low educational level of the population, following upon years of negligible provision during the colonial era. In more recent times, the economy continues to be in difficulties, among other reasons because of the poor quality of education and training that students receive in the majority of the country's institutions.

Inputs are insufficient to enable places of learning do their job properly. Teaching styles focus more on the transmission of knowledge from the teacher or instructor than on the activity of the learner, and consequently tend to stress the accumulation of factual knowledge at the expense of genuine understanding. The curriculum tends to focus on the needs of the few who will proceed in the system, to the disadvantage of the majority who must go out into the world of work. Moreover, it does not always provide for areas of major national concern, such as environmental or population education. Monitoring, supervision and quality control are inadequate. Public examinations base evaluation almost exclusively on performance under the artificial circumstances of the examination itself and take no account of the deeper student knowledge acquired through forms of institution-based assessment.

Employers are disappointed with many of those who come out of the system, finding that they do not display the expected qualities and skills. In a socio-economic environment where opportunities for formal employment are very limited, school-leavers and others are not manifesting the required spirit of self-reliance and entrepreneurship.

All of the foregoing point to the need to improve the quality and effectiveness of education and training. This section deals with the internal dimensions of quality – inputs, some curriculum aspects, methodologies, supervision, evaluation – while the following section deals with the external dimensions – ensuring the relevance of the curriculum, and harmonizing education and training with the needs of industry and self-employment.

In terms of the supporting inputs needed to ensure the effectiveness of education and training, ESIP will take coordinating action at three levels:

- *at the system level*, its devolution measures will delegate authority and responsibility for improvements to institutions themselves, so that they can decide

on how, in their specific circumstances, they can best bring about effective learning. The system will also establish clear standards of performance that students are expected to meet, and will regularly evaluate each institution's overall performance, to gauge its successes and efforts in overcoming weaknesses. This will necessitate a well-established system of supervision and monitoring, through sufficiently numerous and mobile inspectors whose primary role will be as advisors and disseminators of best practices. It will also necessitate the establishment of a code regulating the professional conduct of teachers and other sector providers of education and the introduction of measures to ensure observance of the code.

- *at the level of material support*, ESIP will coordinate the production, acquisition and distribution of books and educational materials. Further, it will rationalize the many efforts being made to enable teachers and trainers use for instructional purposes books and materials which they did not have an opportunity to become familiar with during their own period of training. This is in recognition of the fact that, having conducted their work for many years in a resource-starved environment, teachers and instructors need assistance to make the most effective use of resources when these do become available.
- *at the level of the community*, ESIP will establish norms to ensure that the community has a role, with meaningful authority, in the governance of schools and programmes. It will also develop norms and guidelines for extending community and parental involvement in the actual processes of education and training, as sources of information and expertise and support staff, and as monitors of homework and school reports.

Major curriculum and methodology aspects to which ESIP will devote attention include:

1. increasing the duration of actual instructional time, particularly in Grades 1–4, and ensuring that the maximum amount of time in school is used for instructional and learning purposes;
2. facilitating initial literacy acquisition through more extensive use of languages with which children are familiar;
3. strengthening proficiency at all levels in local languages, English, mathematics and science;
4. fostering activity-based and student-centred learning, and providing the resources and training needed for teachers and instructors to adopt such a methodology.

Critical aspects in this regard include

- enabling teachers to employ a variety of teaching strategies, in response to student needs and the nature of the material being taught,
- providing students with regular and immediate feedback on performance and adjusting teaching in the light of such feedback, and
- assigning, marking and returning homework regularly and frequently;

5. developing and applying basic competency tests in key areas, in order to give teachers and instructors immediate feedback on learners' standards of performance, so that they can adjust their instruction accordingly;
6. developing and producing suitable materials for literacy programmes;
7. identifying the special learning needs for informal sector employment and developing teaching modules and learning materials directed to these needs (see Objective 6, below).

Examination improvements require that account be taken of school-based and other assessments in determining a student's overall performance level. This in turn requires that ESIP embark on a programme of training of teachers and instructors on best practices in conducting such assessment and how to maintain satisfactory records of student performance. It also necessitates a public education exercise, to generate confidence in the new system.

Objective 5

**To improve quality and effectiveness in the
delivery of education and training**

Strategies

1. Delegate authority and responsibility for improvements to schools and institutions themselves.
2. Establish institutional and student performance standards and evaluate success in attaining such standards.
3. Provide regular supervision and assistance to institutions through a sufficiently numerous and mobile inspectorate whose primary tasks will be to give advice and to disseminate best educational and training practices.
4. Establish a code of professional conduct for teachers and instructors and monitor its observance.
5. Coordinate the production, acquisition and distribution of teaching and learning materials, and regulate training programmes for teachers and instructors in their most effective use.

6. Establish norms to govern community participation and to create expectations for an enhanced community role.
7. Increase, as from the beginning of the 1998 school year, instructional time within school to a minimum of five hours per day of active learning.
8. While retaining English as the official medium of instruction, promote at once the use of any language familiar to pupils for the learning of initial literacy and numeracy.
9. Focus on the learner as the centre of the entire education and training system, and in consequence stimulate a change-over from teacher-centred to learner-centred processes where activity-based teaching and learning methods will predominate.
10. Take measures to boost student proficiency in a local language, English, mathematics and science, stressing the centrality of these in the school system.
11. Train for and promote the use of institution-based assessment, develop standard competency tests for measuring student performance, and base overall examination results on a combination of institution-based assessments and final examination performance.

Broadening Education and Training

Education and training should equip students effectively for a fulfilling life and productive work in the socio-economic circumstances of Zambia. They do not always succeed in doing so. The reasons are many. Curricula do not reflect major issues of national importance, tend to be very academic, and do not include sufficient vocational orientation or content. In particular, school curricula do not focus sufficiently on promoting the interests and aptitudes in mathematics, science and technology needed in today's world. Moreover, partly because of the lack of physical resources, partly because of inadequacies in teacher preparation, teaching methods do not promote the development of critical thinking and problem-solving abilities which, in turn, are linked to many interpersonal skills essential both in employment and for life.

A further problem is the lack of articulation between the needs of industry and the potential for self-employment on the one hand and the education and training sector on the other. There tends to be an assumption that students will be adequately prepared for life and for work through a system and curriculum designed to meet the needs of a former generation. No comprehensive information exists about labour market requirements; about

the skills required by the modern sector, self-employment, and entrepreneurship; about opportunities, potential, and incentives. In the absence of such information, higher institutions must make their own assessments on the nature of the needs and determine whether their programmes are in fact responding as they should. Lower level institutions attend largely to their traditional areas, but seldom seek to build into their programmes meaningful vocational or entrepreneurial relevance.

Non-formal programmes address this problem more successfully, since very many of them are directed to specific needs at the time of their establishment, and their small size allows them to respond more flexibly as these needs change. But even they could benefit from a clearer picture of the environment for formal or informal sector employment.

This failure to harmonize the education and training systems with the needs of industry and the potential for self-employment exists in a situation where annually 120,000 Grade 7 school-leavers, 40,000 Grade 9 leavers, 25,000 Grade 12 leavers, and more than 6,000 graduates from higher institutions enter a labour market already saturated by hundreds of thousands of youths – former graduates from the education sector – who are seeking employment or are striving to create it.

The challenge to ESIP is to bring order into the chaos of this situation by attuning more meaningfully to the world of work and life all that the education sector can offer. A further challenge to ESIP is to ensure that the curricula within the education sector take full account of the many problems currently pressing on Zambian society and raise awareness regarding important social, civic, economic and environmental issues facing the country and the world.

An early priority will be the specification of the skills and qualities of those entering the labour market. It is agreed that communication, mathematical, critical thinking and problem-solving skills are the basic vocational competencies needed by every graduate from the education sector. Hence ESIP will stress proficiency in all these areas. Where circumstances are appropriate, this emphasis will include computer literacy and facility in a major international language other than English.

More information, however, is required on the special learning needs of the great majority who will be absorbed in the informal sector. Aspects of the general knowledge and skills required in this sector can be incorporated into the curricula for the various levels and institutions, but the first need is for ESIP to identify clearly what is required. Thereafter, it will be necessary to incorporate education for an occupation or entrepreneurial education into the curriculum for all levels of schooling and training.

It will also be necessary to assess the training needs of industry and to review curricula accordingly. A general principle will be for curriculum developers to focus on 'end-users', and to ensure that the curriculum promotes the knowledge, understanding, skills and qualities they require.

A further need will be to promote extensive interaction between the higher level education and training institutions and various sectors of the economy. In this regard, ESIP will encourage employers to participate in ensuring the relevance of the sector to their needs by:

- membership of institution-industry liaison committees
- participating in curriculum development;
- accepting instructors and students on industrial or vacation attachments;
- providing definite quantitative and qualitative information on their labour requirements;
- helping to monitor the impact of programmes; and
- resourcing the institutions with up-to-date equipment, books and materials.

As part of its strategy of mobilizing resources for the sector, ESIP will also examine and introduce ways in which employers could contribute in meaningful ways to the costs of training their future employees.

A related task will be for ESIP to forge strong links between the non-formal system and employment. This will entail assessing the absorptive capacity of industries, markets and various economic sectors. It will also require the challenging task of delineating the specific training needs throughout the informal employment sector.

Objective 6

To broaden education and training so as to equip students and participants more effectively for a fulfilling life and productive work in Zambian society

Strategies

1. Emphasize the communication, mathematical, critical thinking and problem-solving skills essential for employment and for life, including, wherever possible, computer literacy and competence in a major international language.
2. Identify the special learning needs and skills required by those entering the labour market, particularly the informal sector, and ensure that such needs are adequately catered for in education and training curricula.

3. Strengthen the vocational dimension of all subjects from Grade 5 onwards, and introduce at suitable points learning modules in entrepreneurship, preparation for an occupation, and education for work.
4. Seek the participation of industry in regularly reviewing and updating skills training and higher level programmes, and where appropriate legislate to provide for the partnership of government, industry and workers in such review.
5. Promote closer cooperation with employers, so that the sector's education and training programmes harmonize better with the needs of industry.
6. Require the regular review of curricula at all levels to ensure that important social, civic, economic and environmental issues facing Zambia and the world at large are included, and that material which is no longer relevant or useful is excluded.

Promoting the Constructive Use of Leisure Time

It is a characteristic of modern society that people have a substantial amount of leisure time. For some people in Zambia, this time is increasing as developments in technology lead to reductions in working hours. For many others, with few or no opportunities for worthwhile work, the time for leisure is almost unlimited. All face the difficult question: *what do people do when they are 'doing nothing'?*

The relaxation, the strengthening of mental and bodily health, and the emotional balance that should come from the use of leisure hours are denied to many in Zambia today. The impact of modern developments on cultural practices has led to a decline in a number of rural areas in the purposeful use of leisure and traditional pastimes. In urban areas the problem is different. Lack of developments and crowded conditions have contributed to a certain aimlessness. Many experience failure in attaining the self-fulfillment that comes through the constructive use of time devoted to activities that are personally significant. The result is that individuals have difficulty in being at home in the culture of today's world and of deriving from it the zest for life and the restoration of energies that are indispensable for human well-being.

This is a matter of grave concern for the whole society. It is particularly so for the education sector which has the responsibility of preparing its clients for life, a life that encompasses not only work and adult responsibility, but also leisure and recreation. It is necessary, therefore, for ESIP to ensure that it will enhance the potential of individuals to use leisure hours constructively, in ways that respond to human dignity, that bring personal satisfaction, and that promote stronger bonds of union between people. ESIP will work in three different ways to meet its responsibilities in this regard.

First, it will promote sport and general recreation programmes, both in institutions and among the wider public. Sporting activities combine a number of merits. They develop various physical skills in participants, providing them with the direct satisfaction of having taken part; they provide opportunities for vicarious participation by numerous spectators; they bring individuals and communities together; they can take place, at least in basic fashion, with a minimum of equipment and facilities. The quick resurgence of the Zambian National Football Team, after the tragedy at Gabon in 1994, demonstrates the ability of sport to pull a people together and to enable them to express their courage and determination.

The country-wide promotion of sport will necessitate facilitating schools, colleges and communities in acquiring the basic equipment and facilities; refurbishing existing facilities and developing new ones, improving provision for inter-community and inter-school sports activities, and providing training to sports facilitators and trainers. The promotion of general recreation activities will entail learning more about traditional recreational activities so as to preserve and encourage them, encouraging the creative and performing arts, and popular theatre and drama, and making use of local radio stations to broadcast educative leisure-time programmes.

Second, ESIP will promote a reading and literacy culture throughout the country by increasing access to reading materials in rural areas and facilitating the establishment of public libraries. Libraries, which are an indispensable tool for self-motivated learning and development, are scarce in Zambia. Most people, but especially those in rural areas, have very restricted access to suitable reading materials. Hard-won literacy gains are frequently jeopardized through the non-availability of materials to support post-literacy activities. Through its support for the Zambia Library Service, and in other ways, ESIP will steadily remedy these defects, thereby facilitating those who wish to read for leisure and for pleasure.

Third, ESIP will promote the extension of educational, crafts, skills, and other types of cultural activities for those seeking personal and leisure-time development rather than economically valuable or work-related expertise. To its cost in the well-being of its people; Zambia is almost totally deficient in provisions of this type, particularly for those who are economically less advantaged.

While ESIP will make investments in each of these three areas, its prime function will be to act as coordinator and facilitator. Non-governmental agencies, religious bodies, business firms, local communities, and various sponsors will play a significant role in the actual provision of the needed facilities. Community leaders and key members of the community, such as teachers, those skilled in crafts, artistes and sports-persons, will be strongly encouraged to organize many of the activities or to take part in their provision.

Within the formal school system, ESIP will pursue developments in these areas by requiring each school and college to have a substantive programme of extra-curricular activities in which each member of teaching staff will take part.

Objective 7

To promote the constructive use of leisure time

Strategies

1. Promote sport throughout the country by
 - facilitating schools, colleges and communities in acquiring the basic equipment and facilities;
 - refurbishing existing facilities and developing new ones;
 - improving provision for inter-community and inter-institution sports activities; and
 - providing training to sports facilitators and trainers.
2. Develop general recreational programmes by
 - encouraging traditional recreational activities;
 - fostering the creative and performing arts;
 - supporting popular theatre and drama; and
 - making use of local radio stations to broadcast educative leisure-time programmes.
3. Nurture a reading and literacy culture throughout the country by increasing access to reading materials in rural areas and facilitating the more widespread establishment of public libraries.
4. Facilitate the establishment of educational, crafts, skills, and other types of cultural activities for those seeking personal and leisure-time development.

Promoting Healthy Living and Fostering Personal and Environmental Well-being

The personal and social development of students and trainees is a central concern of all education and training institutions. These have a significant influence on all aspects of the growth and development of students. They also deal with students as they are, each with his or her personal health record, each coming from a background where the maintenance of good health may be more or less of a problem. Education and training establishments, formal and non-formal education, must take cognizance of this and take the steps necessary to ensure that participants are enabled to maintain or restore health and that they leave the education or training institution adequately equipped for leading a healthy as well as a productive life.

Although the actual provision of health services is the responsibility of the Ministry of Health, the education sector has the responsibility of facilitating such provision and of educating on the principles that minimize the risks of personal and community health problems.

The key idea is that the school, the training institution, and the non-formal training centre should be health-affirming and health-promoting establishments, not only for their immediate clients, but also to some extent for their clients' present or future families.

In coordinating activities towards the realization of this concept, ESIP will direct its attention to a number of areas. First, it will give special attention to early childhood development, promoting the establishment by communities and individuals of nursery and pre-schools; advocating – and where appropriate, requiring – immunizations; cooperating in the provision of vitamins and nutritional supplements; and developing curriculum materials for early childhood educational programmes.

Within the formal system of schools and training institutions, ESIP will ensure increased emphasis on educating students on matters relating to health and physical well-being. At the primary and junior secondary levels this will require the better integration of health education into the school curriculum. The ESIP initiative, however, will go farther than this. It will include establishing and maintaining regular health checks in all institutions attended by minors, and will extend to provisions for

- sexuality and personal relationships programmes, including information on and ways of dealing with HIV/AIDS and its consequences in a family;
- programmes for the development of life-skills;
- programmes relating to alcohol and drug abuse; and
- activities for the promotion of environmental health.

The affirmation and promotion of personal health will be accompanied by manifest concern for the protection and preservation of environmental resources. Education and training have the twofold responsibility of developing human resources that can replace

some forms of exhaustible natural resources and of inculcating respectful and protective dispositions towards the rhythms and harmonies of the natural environment. This is necessary if the environment is to be preserved and regenerated for use by present and future generations. ESIP will seek to ensure that its initiatives are guided by an increased awareness of and sensitivity to the ecological dimensions of development and that this aspect is built into its various education and training programmes.

Finally, ESIP will raise the status of physical education in schools to that of a required subject in the early years and will seek to mobilize the necessary apparatus and equipment and to have teachers adequately trained for this subject.

Objective 8

To promote healthy living and foster personal and environmental well-being

Strategies

1. Pledge the commitment of the entire education sector, in word and in reality, to accepting every school, college and training centre as institutions for affirming and promoting healthy living and concern for the environment.
2. Give special attention to early childhood care, education and development.
3. Increase the emphasis on educating students and trainees in matters relating to health and physical well-being.
4. Provide for programmes relating to sexuality, the development of life skills, HIV/AIDS education and counselling, environmental health, and alcohol, drug and other substance abuse.
5. Ensure that environmental and ecological dimensions are properly catered for in ESIP initiatives and programmes.

6. Provide for programmes that will raise the level of awareness of the importance of establishing harmonious relationships with the natural world and of the need to avoid environmental pollution and natural resource degradation.
7. Establish physical education as a required component of primary education and mobilize the necessary resources.

Chapter 5

Capacity Building

Human Resource Development

Institutional capacity building, through human resource development, is increasingly being recognized as an indispensable activity in every sector of socio-economic development. There is a need to improve individual capacities in various education and training institutions as a means of making them more efficient. The professional development of various categories of staff involved in managing the delivery of education and training is of paramount importance, as it is evident that the efficiency and effectiveness of educational provision in various ministries depends largely on the professional competencies of managerial and supervisory staff.

At present, many of the managerial and supervisory personnel in both the formal and non-formal training institutions lack the knowledge, skills and attitudes needed for the effective implementation and management of programmes. This is largely because

- a) the expansion of the educational and training institutions has not been supported by any training programmes in management and supervision. There has been a lack of investment in management training and this in turn has led to failure in the implementation of education and training policies.
- b) managerial and supervisory staff are drawn from parent institutions, often on the basis of seniority, and are launched into their responsibilities with negligible prior relevant training (if any).
- c) there is no clear policy provision relating to human resource development.
- d) there are no training programmes, no resources and no structures to cater for effective human resource development.
- e) training in various aspects of management and supervision has not been a pre-condition for appointment to managerial and supervisory positions.
- f) there is no deliberate policy, facility or mechanism for those appointed to managerial and supervisory positions to receive task-related training.

In view of the needs within the sector, and to surmount the problems that have been enumerated, the education sector as a whole will require an elaborated, coordinated management training programme which will enable personnel to acquire a variety of skills in the areas of

- organization and management
- human resource development

- strategic planning
- change management
- control of physical resources and assets
- decision-making
- formulating project proposals and conducting research
- personnel management.

Such a training programme should provide for a variety of pre-service and in-service courses and should combine long and short courses, training workshops and seminars, and meetings. Provisions should also be put in place for building successful participation in extended management programmes into an officer's career structure and for providing other incentives by way of the appointment and promotion of staff.

In recognition of the need to train the large number of existing heads of schools, colleges and institutions, and to make management training a pre-condition for new appointments, ESIP will support the development of a National Institute of Education, based within the Ministry of Education, that will respond to these needs. The Institute will dedicate itself wholeheartedly to providing practical programmes for those who are to manage educational institutions, service education and training boards, and assume other managerial or supervisory responsibilities within the sector. It will also provide in-service management training to serving officers and will be responsible for coordinating and executing action research in the sector.

The Training of Teachers and Instructors

A particular aspect of human capacity building for the sector is the ongoing training and re-training of teachers and instructors. Adequate initial training is indispensable to equip every teacher and instructor with mastery of what is to be taught and skill in methods of teaching and communicating. There is also need for ongoing professional and personal development in a process that is never complete.

Traditionally, much of the emphasis in the sector has been on the training of school-teachers in various teacher education institutions and of instructors at the Luanshya Technical and Vocational College. Because provision must be greatly increased if all are to have an equitable opportunity of access to education and training, there will be need for considerable expansion and development in this pre-service training. Because teachers and instructors will be working in a much more dynamic environment, the curricula of the training institutions will have to be adapted so that they are no longer confined to equipping trainees with the traditional technical and pedagogical skills. Given the scale of the needs and the urgency of addressing them, conventional training modalities will not suffice. The two ministries most directly concerned – MOE and MSTVT – will find it necessary to plan for a variety of strategies for providing the teachers and instructors they will need. Currently there is considerable cooperation between the ministries in regard to the training at the Luanshya College. ESIP will promote an extension of such cooperation, along existing and new lines.

Currently, MOE cooperates with MSYCD by providing training for pre-school teachers. As pre-school provision increases, ESIP will assist MOE in extending the training programme.

Several important areas, however, are not adequately covered by current provisions. These include training facilities and programmes for (a) physical education and sports instructors, (b) literacy workers and tutors, and (c) instructors in non-formal skills training programmes. ESIP will address itself to these areas, particularly by coordinating and supporting initiatives from the private sector and NGOs directed at these training needs.

Responding to the needs for in-career development of teachers, instructors and tutors is a mammoth task. ESIP's overall coordinating role in this regard will be to facilitate the development of broad guidelines and a strategic approach that will ensure the regular provision of in-service education and training within the framework of a sector-wide human resource development strategy.

Resource Mobilization

The provision of education and training is a costly undertaking which requires a multifaceted approach to the mobilization of resources. The philosophy that should guide this approach – and that should guide Government, the private sector and donors in responding to it – is that education and training are an investment. They constitute an investment in people, and as investment they will in time yield the returns of economic growth, social cohesiveness and personal well-being. The success of the high-performing East Asian economies, which invested heavily in education and training, are testimony to this.

It is clear, however, that the Government alone cannot provide all the resources needed for education and training. All the stake-holders must be involved in its financing. The mobilization of resources must, therefore, be undertaken through a variety of measures, including those already in place, such as

- a) cost sharing or cost recovery measures, particularly at the post-secondary level
- b) community participation in the mobilization of resources through decentralized education management structures, such as education and training boards and parent-teacher associations
- c) establishing a conducive environment and providing incentives for business companies, the private sector, the churches, NGOs and communities to provide, manage and finance schools
- d) expanding the donor-supported Social Sector Rehabilitation and Development Programme
- e) apportioning a greater share of donor resources for coordinated use within the sector as a whole, rather than to specific projects and activities, but without

excluding the possibility of the 'adoption' of a sub-sector or geographic area by a donor that wishes to concentrate resource use

- f) establishing an education and skills training investment fund, operated and managed by ESIP, to provide private and voluntary stake-holders with ready access to credit facilities for the development of education and training.

Maximizing the involvement of communities in generating resources for the sector is of particular importance as it also serves the function of reducing over-dependence on the central government and on donors.

Resource Allocation, Utilization and Management

Key financial management problems experienced in the education sector include

- inadequate allocation of resources to the sector and the absence of contingency measures
- imbalances in the allocation of resources within the sector, with allocations tending to favour higher education (expenditures per university student being between one and two hundred times the expenditure per primary student), student welfare (the high student bursary and boarding costs), and personal emoluments (to the detriment of funds needed for operating expenses)
- undirected and uncoordinated budgeting (budgetary allocations not supportive of approved policy; incremental budgeting that may maintain but cannot improve certain situations; delayed, erratic and piecemeal release of approved funds).

Dealing with these problems will constitute a major challenge for ESIP. The dilemmas appear almost intractable; for example,

- responding to needs necessitates more personnel, which in turn necessitates more spending on personal emoluments, with the implications this has for funds for operating expenses in the situation of stagnating or declining resources.
- in relation to their needs, the universities are under-resourced, though in relation to available sector resources they seem to receive a disproportionately large share.
- poverty is so widespread that in the absence of substantial subsidies for boarding and the generous provision of bursaries, few rural children would be able to benefit from secondary education, and even fewer could attend university.
- maintaining fiscal stability necessitates a cash budget, but the impact on the provision of education and training services is severe.

The establishment of the Integrated Education Sector Investment Programme will provide a rationale for an increased allocation of national resources to the sector as a whole. ESIP will have the task of advocating strenuously for such an increase. It will also have the task of reviewing the allocation of resources within the sector. A particular responsibility will be to ensure that the less advantaged areas receive due attention and such shares of resources as will enable them to respond fittingly to the very real needs of

people. These areas include meeting the basic learning needs of the people through primary school and literacy work, and skills training programmes for out-of-school youth.

In keeping with the principle of devolution of authority and functions, much of the responsibility for budget preparation and financial management, as well as procurement arrangements, will pass to local education and training boards. Pre-conditions that ESIP will have to establish for the success of such transfer will be adequate training for finance and accounting staff, the establishment of water-tight financial management and accounting procedures, and the institution of a satisfactory audit system.

A further critical task for ESIP will be to ensure the development of satisfactory quality assurance procedures. Such procedures are integral to the whole notion of accountability. All of those who channel funds into the education sector – the Government on behalf of the public at large, private individuals and enterprises who make various direct or indirect payments for education or training services, the donor agencies who draw their resources from taxes paid by citizens in their home countries – need to be assured that their funds are being put to the best possible use. ESIP will therefore find it necessary to put in place systems and procedures for evaluating the effectiveness and efficiency of its various sub-programmes. Public accountability in relation to quality and value for money should characterize the entire public sector. All the more so should it characterize ESIP whose mission is to promote “quality, relevance and equitable provision in education and training through the rational, coordinated and efficient use of available resources”.

Transport and Communications

Finally, ESIP will attend to the sector's need for an adequately resourced and properly functioning transport and communications system. Currently, the activities and operations of the education and training sector are considerably hampered by the absence of such a system. If the situation continues as it is at present, efforts at maximizing coordination in the sector will not be successful.

Objective 9

To build capacity at the human and institutional levels for mobilizing, managing and effectively coordinating resources, with a view to improving the delivery of education and training

Strategies

1. Facilitate the development of a sector-wide human resource development strategy.
2. Devise a well-developed, coordinated management training programme for sector personnel.
3. Take account in career structures of successful participation in extended management programmes.
4. Support the development of a National Institute of Education for the training of school heads, educational managers, and inspectors, and strengthen the Inservice Training and Education Centre in Luanshya for TEVET heads, managers, and other staff at supervisory level.
5. Expand and develop pre-service training for teachers and instructors.
6. Facilitate the development of a strategic approach to the in-career development of teachers, instructors, and tutors.
7. Coordinate initiatives directed at training special categories, such as literacy workers, instructors in non-formal skills programmes, and sports and physical education instructors.
8. Apportion a greater share of donor resources for coordinated use within the sector as a whole, rather than to specific projects and activities.
9. Mobilize and disburse financial resources through an education and skills training investment fund, operated and managed by ESIP.
10. Improve the communications and transport systems that serve the sector and its institutions.

Chapter 6

Implementation Strategy

Effective delivery of education and training depends to a large degree on the suitability of the management structures for the education sector, the efficiency of the procedures employed, and the competence of the managerial staff. These criteria apply to the education and training system as it currently operates. They are even more applicable in an integrated sectoral approach based on coordination of resources and cooperation between providing partners.

In order to establish and maintain a coordinated approach to the delivery of education and training, it will be necessary for ESIP to address three major questions: (i) sectoral organization and management; (ii) the legal framework for coordinated provision of education; and (iii) reporting, monitoring and evaluation of education and training activities and practices.

Sectoral Organization and Management

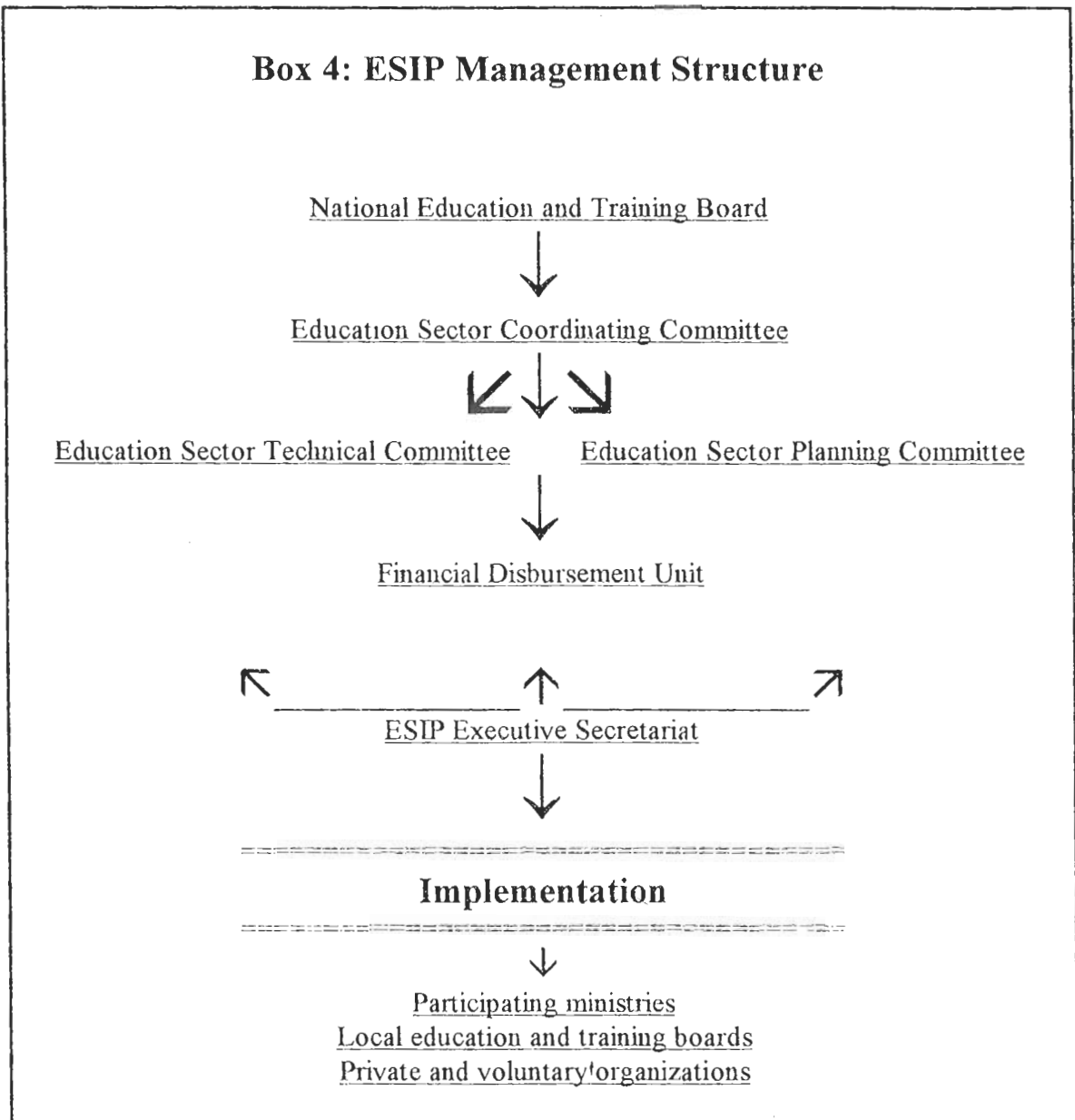
At the level of organization and management, the major tasks for ESIP will be:

- to streamline procedures in order to enhance cooperation and collaboration among partners in educational provision;
- to establish adequate and effective means of coordination among institutions providing education and training within government ministries and other agencies;
- to formulate possible structures for lessening existing fragmentation in educational provision within government;
- to establish workable strategies for enhancing the participation of NGOs and other agencies in educational provision.

Because it cuts across four government ministries, but at the same time embraces the private and voluntary organizations, ESIP will need a unique structure, ranging from a fully representative directing body to executive and implementation units. A National Education and Training Board, representing all providers of education and training, and with subordinate bodies dealing specifically with the general education and TEVET systems, will oversee the entire programme and give it general guidance (Box 4). More specific direction, resource mobilization, and the mapping out of areas for cooperation and collaboration will fall to an Education Sector Coordinating Committee, comprising the administrative heads of the participating ministries and a duly appointed representative of

the private and voluntary organizations. Organs for the more detailed delineation of tactics and programmes, for joint planning, and for programme initiation will include an Education Sector Technical Committee, consisting of relevant department heads from the four ministries and representation from the private and voluntary organizations; and Education Sector Planning Committee, consisting of those in charge of planning in the four ministries and representation from the private and voluntary organizations; and a Financial Disbursement Unit. A single Executive Secretariat will serve the Education and Training Board and the various structural units. Operationally, implementation will be effected through the relevant departments of the participating ministries and through the private and voluntary organizations.

Box 4: ESIP Management Structure



At another structural level, in accordance with the principle of devolution of authority and functions, ESIP will operate at a decentralized level through local education and training boards. Within the framework of decentralization, the boards will execute policy programmes, manage resources, and disseminate information. They will also foster coordination, collaboration and cooperation among the providers of education and training at grassroots level. At this level; the private and voluntary organizations will also function as direct providers of education and training, in accordance with policies, principles and norms established by ESIP bodies in which they participate, due regard being had for their special characteristics and guiding philosophies.

Because of the size of its extensive involvement in the sector, the Ministry of Education will be the lead ministry in the coordination of the programme and will accommodate the ESIP Secretariat. The Ministry will discharge this responsibility in collaboration with the major stakeholders.

The targeted date for the commencement of ESIP is January 1997. The first cycle will run for a period of five years (1997–2001) and will be regularly reviewed.

Legal Framework

The coordination, collaboration and cooperation to which ESIP aspires will make it necessary to review or amend existing legislation, and to establish new legal provisions. Legislation establishing the National Education and Training Board will be an early requirement. The existing legislation governing the provision of education and training by the cooperating ministries is also in need of an immediate and comprehensive review to enable it to reflect the philosophy and principles of education sector development. Integration and coordination at the sector level will begin with the coordination of the governing and enabling legal instruments.

Monitoring and Evaluation

ESIP is a new and major undertaking in sector development. As such it will require regular monitoring and evaluation of its operations, especially in its early years. Two essential guiding principles will serve as the criteria of success: better use of resources, and more extensive partnership in the provision of services.

The Ministry of Education, as the lead ministry in the coordination of the programme, will institute close and constant supervision, monitoring and evaluation. This will ensure programme effectiveness and accountability.

Specifically, the programme of monitoring and evaluation will include the following:

1. six monthly monitoring reports prepared by the planning units in the sector ministries, the private and voluntary organizations, and the ESIP Secretariat;

2. a mid-term evaluation of the programme (late 1999) conducted by external consultants;
3. a summative evaluation of the programme, conducted by external consultants six months before the termination of the first cycle.

The reports from these exercises will be disseminated to the major providers in the sector and to donor agencies who provide support for ESIP.

Appendix A

Summary of Priority Objectives, Strategies and Timing of Measures

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measures</i>
<i>Promote rational and coordinated use of resources allocated to sector</i>	Develop any legal framework that may be needed for the establishment of ESIP	1996–1997
	Review and harmonize the legislation that currently governs the sector	1996–1997
	Establish necessary coordinating structures	1996
	Assess national human resource requirements	1997–1998
	Promote establishment of coordinating body for higher education	1997–1998
	Develop guidelines for cost sharing by beneficiaries	1997
	Establish student loan scheme	1997
	Implement a substantial programme of activities aimed at encouraging private and voluntary sector investment in education and training	1997–2001
	Conduct audits on staff deployment and use	1997–1999
	Establish and implement policies on provision, use and maintenance of infrastructure, equipment and transport	1997–2001
	Promote preventive maintenance culture	1997–2001
	Develop policies on production, procurement, stocking and distribution of materials	1997–1998
	Improve record-keeping and record-retrieval and establish central data-bank	1997–2001
<i>Improve delivery of education and training</i>	Complete decentralization of formal school and college system	1997–1999
	Decentralize TEVET system	1997–1999
	Mount awareness campaigns on benefits of decentralization	1997–1999

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measure</i>
	Improve management of education and training	1997–2001
	Coordinate provision of curriculum development and other support services	197–1999
	Institute supervision norms for inspectors and supervisors	1997–1998
	Develop guidelines for assessing teacher and instructor performance	1997–2000
<i>Increase access to formal and non-formal education and skills training</i>	Establish conducive environment for participation of private and voluntary organizations and communities	1997–2001
	Increase share of national budget for basic education, skills-training and literacy programmes	1997–2001
	Rehabilitate infrastructure, expand, and provide additional facilities	1997–2001
	Rationalize the use of physical facilities and plant	1997–2001
	Universalize primary education by 2005	1997–2001
	Universalize nine years basic education by 2015	1997–2001
	Achieve 30% progression from Grade 9 to Grade 10 by 2005, and 50% progression by 2015	1997–2001
	Provide skills and entrepreneurship training for out-of-school youth	1997–2001
	Increase the vocational relevance of the curriculum for formal school education	1997–2000
	Reduce the rate of adult illiteracy	1997–2001
	Develop a variety of systems for the delivery of basic education, skills training and adult literacy programmes	1997–2001
	Remove financial, social and cultural barriers that inhibit participation of vulnerable groups, and provide special facilities to enhance the participation of such groups	
	Establish monitorable implementation strategies for ensuring greater equity	1997–2001

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measure</i>
	Remove financial barriers that inhibit participation of vulnerable groups	1997-2001
	Provide special facilities for vulnerable groups	1997-2001
	Work to reduce social and cultural barriers that inhibit participation or performance	1997-2001
	Mount public awareness campaigns on benefits of education and training, especially for marginalized	1997-2001
	Improve gender equity throughout the sector	1997-2001
<i>Improve quality and effectiveness of education and training</i>	Delegate authority to institutions for improvements	1997-1999
	Establish and apply institutional and student performance standards	1997-2001
	Enlarge inspectorate and facilitate its operations	1997-2001
	Establish and monitor code of professional conduct	1997-2001
	Coordinate production of learning materials and of training programmes in their use	1997-2001
	Establish norms for enhanced community participation	1997-1998
	Increase school instructional time to minimum of five hours per day	1997-1998
	Promote use of local languages for initial literacy acquisition	1997
	Promote learner-centred teaching methodologies	1997-2001
	Boost student proficiency in English, a local language, mathematics and science	1997-2001
	Gradually introduce school-based assessment as component of public examination grades	1997-2001

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measure</i>
<i>Broaden education and training</i>	Stress acquisition of communication, mathematical, critical thinking and problem solving skills	1997-2001
	Identify special learning needs of those entering formal and informal employment sectors and incorporate in school curricula	1997-2001
	Strengthen vocational dimension of all school subjects	1997-2001
	Seek, and where appropriate legislate for, participation of industry in reviewing and updating skills, technical and professional programmes	1997-2001
	Promote closer cooperation between employers and education sector	1997-2001
	Ensure that curricula reflect important social, civic, economic and environmental issues	1997-2001
<i>Promote the constructive use of leisure time</i>	Promote sport throughout the country	1997-2001
	Develop general recreational programmes	1997-2001
	Nurture a reading and literacy culture and facilitate establishment of more libraries	1997-2001
	Facilitate introduction of educational, crafts, skills and similar activities for personal and leisure-time use	1997-2001
<i>Promote healthy living and foster personal and environmental well-being</i>	Commit every education and training institution to concern with promotion of health and protection of environment	1997-2001
	Give special attention to early childhood care, education and development	1997-2001
	Increase emphasis on educating for health and physical well-being	1997-2001

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measure</i>
	Provide for programmes relating to sexuality, HIV/AIDS, environmental health, and drug and substance abuse	1997-2001
	Ensure that environmental and ecological dimensions are properly catered for in ESIP initiatives and programmes, and that education and training programmes heighten sensitivity to environmental issues	1997- 2001
<i>Build capacity at the human and institutional levels for mobilizing, managing and effectively coordinating resources, with a view to improving the delivery of education and training</i>	Facilitate the development of a sector-wide human resource development strategy	1997- 2001
	Devise a well-developed, coordinated management training programme for sector personnel	1997 -1999
	Take account in career structures of successful participation in extended management programmes	1997-2001
	Support the development of a National Institute of Education for the training of school heads, educational managers, and inspectors	1997-2001
	Expand and develop pre-service training for teachers and instructors	1997-2001
	Facilitate the development of a strategic approach to the in-career development of teachers, instructors, and tutors	1997-2001
	Coordinate initiatives directed at training special categories, such as literacy workers, instructors in non-formal skills programmes, and sports and physical education instructors	1997-2001

<i>Objective</i>	<i>Strategy</i>	<i>Timing of Measure</i>
	Mobilize and disburse financial resources through an education and skills training investment fund, operated and managed by ESIP	1997-2001
	Improve the communications and transport systems that serve the sector and its institutions	1997-2001

Appendix B

Total Public Budget, Gross Domestic Product, and Budget Allocations to Education Sector Ministries, 1992–1996 (All Amounts in Millions of Current Kwacha)

	1992	1993	1994	1995	1996
Total Public Budget	157,741	303,127	729,805	964,567	1,161,648
Gross Domestic Product	569,664	1,613,918	2,486,274	3,521,723	-----
MOE	12,492	25,829	59,134	85,136	98,951
MSTVT	1,694	3,766	5,917	6,039	6,386
MCDSS	1,747	2,610	6,886	7,891	7,609
MSYCD	385	611	1,037	3,320	7,494
Education Sector Ministries	16,318	32,816	72,974	102,386	120,440

Note

1. Allocations at the provincial level, through the Office of the Vice-President, have been incorporated into the budgets for the relevant ministries.
2. The budgets are for the total amounts allocated to the Ministries in question. These amounts exceed Ministry allocations for education and training, particularly within MCDSS and MSYCD. Hence the figures shown above, and the percentages appearing in Table 1 (page 14), are ceilings which are not actually reached by the provisions for education and training.

Source: Estimates of Revenue and Expenditure, 1993–1996
Economic Report 1995

List of Acronyms

AIDS	Acquired Immuno-Deficiency Syndrome
ASIP	Agricultural Sector Investment Programme
DTEVT	Department of Technical Education and Vocational Training
ESIP	Integrated Education Sector Investment Programme
GDP	Gross Domestic Product
HIV	Human Immuno-Deficiency Virus
MCDSS	Ministry of Community Development and Social Services
MOE	Ministry of Education
MSTVT	Ministry of Science, Technology and Vocational Education
MSYCD	Ministry of Sport, Youth and Child Development
NGO	Non-Governmental Organization
TEVET	Technical Education, Vocational and Entrepreneurship Training
TPB	Total Public Budget