



ZAMBIA NATIONAL EDUCATION COALITION

Promoting Quality Education For Every Zambian

AN ANALYSIS OF THE 2022 EDUCATION AND SKILLS SECTOR BUDGET IN ZAMBIA

TABLE OF CONTENTS

1.0	INTRODUCTION	1
2.0	OVERVIEW OF NATIONAL BUDGET ALLOCATIONS	1
3.0	ANALYSIS OF EDUCATION BUDGET ALLOCATIONS BY SUB-SECTOR	3
3.1	Early Childhood Education (ECE)	3
3.2	Primary Education	4
3.3	Secondary Education	5
3.4	Skills and Tertiary Education Sub-Sector	6
3.5	Youth and Adult Literacy Education (YALE)	7
3.6	Gender and Equity	8
4.0	RECOMMENDATIONS	8

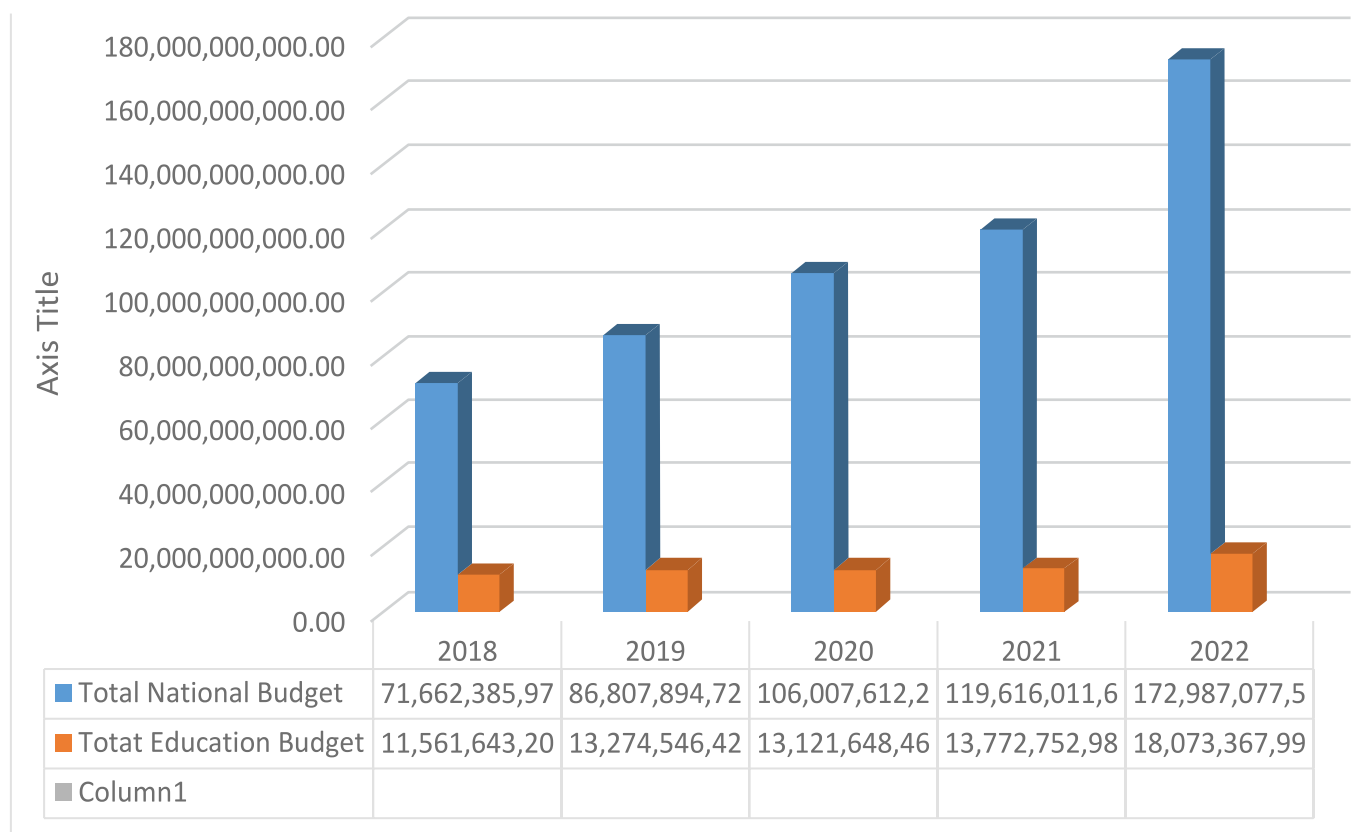
1.0 INTRODUCTION

The Zambia National Education Coalition is alive to the political economic factors shaping governance and service provision in the country. Therefore, as we present the analysis of the 2022 National Education Budget allocations, we are mindful of the need for focusing on the right priorities in order to maximize on the limited available resource envelope. In addition, our analysis is alive to international commitments and the national long term vision 2030 and the Seventh National Development Plan (7NDP) vision of “Leaving no one behind”.

2.0 OVERVIEW OF NATIONAL BUDGET ALLOCATIONS

The Zambian National Budget has over the last 5 years been increasing in nominal terms from about ZMW71.6 Billion in 2018, ZMW86.8 Billion in 2019, ZMW106 Billion in 2020, ZMW 119.6 Billion in 2021 and now ZMW173 Billion for the 2022 Budget. The budget has almost doubled in this period as can be seen from the graph below.

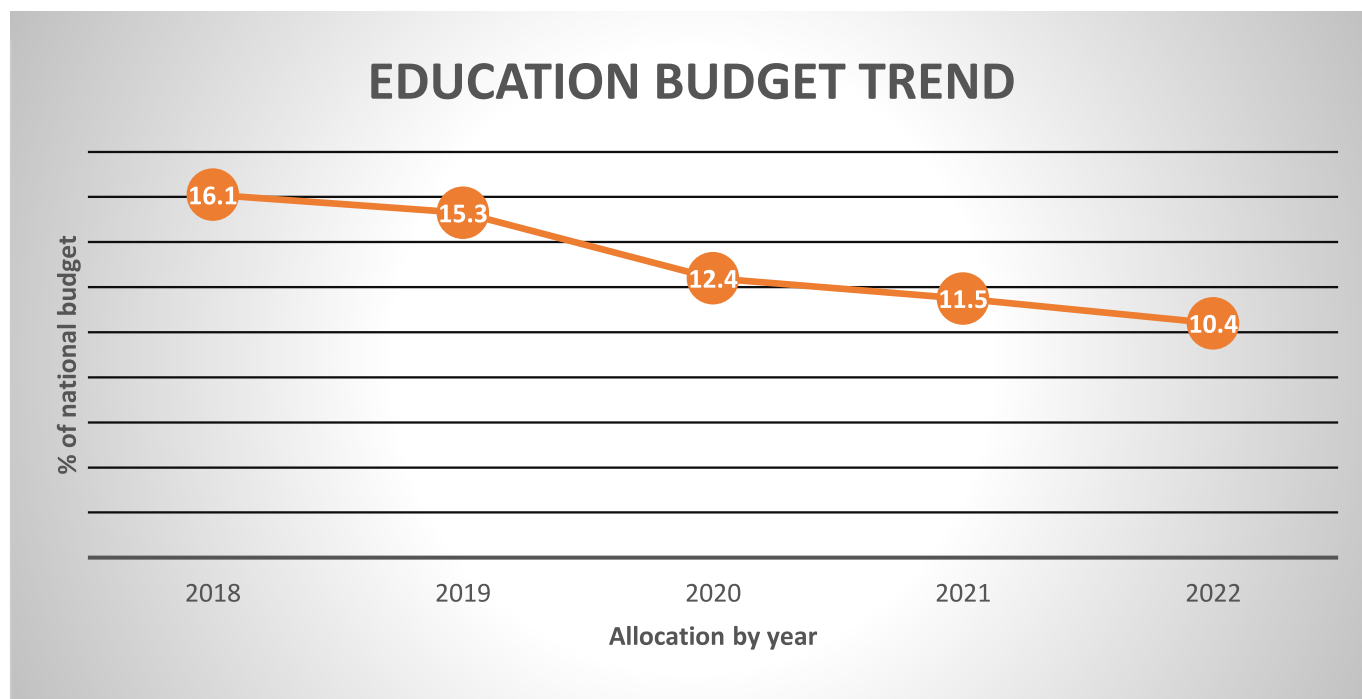
Figure 1: Trend analysis of national budget allocations versus Education Sector Allocations in nominal terms



This nominal increase in the total budget expenditure has however, not seen a corresponding increase in the share of the Education Sector Budget. While the approved total National Budget has on average grown since 2018, the total Education and Skills Budget has grown by a minimal average in nominal terms over the same period, from 13.2bn in 2020, 13.7bn in 2021 and now 18.1bn in 2022. Although showing a nominal increase of almost 5bn from 2021 to 2022, the purchasing power of this amount is affected by inflation in real terms. Worse still, when expressed as a percentage of the

national budget, the share of the Education and Skills Sector Budget has experienced a steady decline from 2018 as shown in Figure 2 below.

Figure 2: Trend Analysis of Percentage Budget allocations to the Education Sector



Through the Southern Africa Development Community (SADC), Zambia has committed to allocating a minimum of 20% or at least 6% of GDP of the share of the national budget to the education sector annually. Unfortunately, the country has not met this target since 2015 as it has continued to decline.

The removal of tuition fees, examination fees and parent teacher association (PTA) fees is a big step towards ensuring that education is accessed by all through free education up to grade 12. We are glad to note that indeed this move has corresponded with the increase in school grants to mitigate increased operational costs arising from the removal of fees.

We are pleased to note that government has operationalized decentralization by allocating K25.7 million to the Constituency Development Fund (CDF) which is an increase from k1.6 million in 2021. More pleasing for ZANEC is that part of these funds will go towards education. We are also happy that government, through the Constituency Development Funds (CDF) will be providing bursaries to vulnerable Secondary school going learners in boarding schools. More important is that these learners will be identified locally through the Ward Development Committee, who will also decide education projects such as the building of primary school classrooms, teachers houses, procurement of desks, building of rural clinics, staff houses, local courts, small bridges, community boreholes etc. as per community need. We are however, weary of the potential infiltration of the WDC for personal gain and therefore, ZANEC will strengthen its watchdog role at this level to increase social accountability and transparency in administering the funds.

In addition, the government's announcement to recruit 30,000 teachers is appreciated. The education system has for a long time now been marred with an average teacher pupil ratio of 1:80, according to our monitoring work. This move is a great step to closing that

gap and increasing teacher/ pupil contact time. Our call is that out of this number, at least 9, and 000 teachers should be Early Childhood Education teachers to ensure that quality begins at the elementary level. Further we expect that the number will include adult learning instructors and more teachers to cover the gap in Science, Technology, English and Mathematics (STEM). Further we expect that the recruited teachers will be deployed to the rural schools to cover up for the high teacher deficiency in those areas. Furthermore, the allocation of k694.3 million towards the construction and completion of ongoing school infrastructure is admirable as it will ensure all running school projects are completed.

3.0 ANALYSIS OF EDUCATION BUDGET ALLOCATIONS BY SUB-SECTOR

3.1 Early Childhood Education (ECE)

The Coalition notes, with pleasure, the increase in the allocation towards Early Childhood Education (ECE) from k12, 993,445 in 2021 which represented a 0.1% of the total education budget to an astonishing K102, 615,365 in 2022 of the entire education budget which for the first time represents 1% of the total education budget. This allocation to ECE in the education budget has drastically increased to over a seven fold.

Figure 3: Comparison of 2018 and 2019 Allocations to the ECE Subsector by Programme

	2021	2022
General Operations	2,110,572	3,713,711
Curriculum and material development	200,000	393,150
School Grants	10,030,747	27,530,955
School Feeding Programme	852,126	979,945
Early Childhood School Infrastructure Development	-	69,540,000
Total	K13,193,445	K102,157,761

Overall, the table above shows that all the Programme allocations to the ECE have increased in 2022 as compared to 2021 including the school grants that have increased almost threefold. In addition, the Ministry's intention is to increase the number of children aged 3 to 6 years accessing ECE from 150,000 in 2021 to 284,000 learners in 2022. This represents an increase of 134,000 learners. We are hopeful that this will be achievable given the increase in the subsector budget. In addition, we hope that by increasing accessibility, quality will also be improved so as to raise a generation that can be retained in schools and contribute to the development of this country and therefore ECE should be a top priority. This is because a child's early years are the foundation for his or her future development, providing a strong base for life-long learning and cognitive and social development.

Furthermore, the recruitment of 30,000 teachers by the new dawn government in 2022 which is aimed at improving the quality of education by reducing the pupil teacher ratios is very commendable and as a coalition we are appealing that at least 9,000 of those teachers should be ECE teachers and the rest can be divided among the secondary and primary subsector. As an education coalition, we commend the increase of the allocation of K393, 150 towards curriculum and materials development but we feel this is not

adequate as there is need for more resources that will be directed towards the printing and distribution of Materials, and orientation and training of ECE teachers. The K69.4m allocation towards infrastructure development is a good move but it's inadequate.

To ensure each primary school has an annexed ECE class, we recommend that some of the CDF funds be directed towards the annexing of primary schools. In addition, the establishment of 270 ECE centers is commendable and therefore call on the government and other stakeholders within the education sector to ensure that the infrastructure to be constructed is inclusive to ensure that learners with disabilities are also catered for. The allocation of K850, 754 directed towards the salaries of ECE teachers is inadequate considering our recommended proposal of 9000 teachers to be recruited under ECE we therefore propose an increment and recommend that matrons, caregivers and assistant teachers be considered on payroll.

In conclusion we have however noted that the Budget is silent on alternative modes of learning amidst covid 19 and we are wondering how the implementation of ECE will be in an event that there is another major disease outbreak like covid 19.

3.2 Primary Education

The Primary Education subsector has been allocated a total of K 7, 961,447,684 in the 2022 National Budget, representing 44.1% of the Education budget for the Ministry of Education. The larger portion of this budget amounting to K7,280,849,208 representing 91% of the sub-sector budget, will go towards Personnel Emoluments. K10,471,064 will go towards the use of goods and services for general operations, while K310,241,721 has been allocated to school grants, community school support has been allocated k2,939,834, school feeding programme have been allocated k38,760,880 and requisites for free primary education have been allocated 187,804,977, leaving infrastructure with k130,380,000.

Figure 5: Comparison of 2021 and 2022 Allocations to the Primary School Subsector by Programme

	PRIMARY EDUCATION	2021 (k)	2022 (k)
1	Emoluments	6,866,108,497	7,280,849,208
2	Goods and Services (General Operation grants & infrastructure supervision)	6,876,538	10,471,064
3	Primary School Grant	87,729,851	310,241,721
	Community School Support	2,556,337	2,939,834
	School Feeding Programme	33,705,113	38,760,880
	School requisites for Free Education	62,601,659	187,804,977
4	School infrastructure	-	130,380,000
5	Teacher Education and specialized services (TESS)	118,880	1,064,446
	Total	7,059,696,875	7,962,512,130

From the above table, the increase of the grants is very commendable as it will go a long way in assisting schools carry out their day to day activities. In addition, the increase in TESS is praise worthy. However, the increment in the school feeding programme is still insufficient.

Allocations to Community Schools

The slight increase in the allocation of K2, 939,834.00 in 2022 from K2, 556,377 in 2021 to support Community Schools is a welcomed move and government must continue to prioritize funding towards community schools. However, ZANEC is concerned that this allocation will not be sufficient enough due to the rising cost of goods and services. The current amount remains inadequate to meet the required support to motivate Volunteer Teachers in Community Schools across the country. Therefore, there is need to have this amount substantially increased in order to reach out to all the Volunteer Teachers who are sacrificing their resources and time in an effort to ensure vulnerable children have access to education.

3.3 Secondary Education

The 2022 allocation to secondary education has increased from K2, 545,502,948 billion in 2021 to k3, 959,641,117 billion in 2022. and the increase in the school grants from k25, 660,917 in 2021 to k51, 237, 362 is praiseworthy as it is largely attributed to the introduction of free education for secondary schools which will reduce the alarming drop-out rates in the country that are usually as a result of limited finances which inhibit the progression from primary to secondary school for children from disadvantaged homes.

In addition, the allocation of k30, 000,000 towards the provision of sanitary towels is admirable as it will prevent school going girls from staying away from school. Furthermore, the building of 120 secondary schools under Zambia Education Enhancement Project through the concessional loan with the world bank is commendable as it will help balance the transition from primary school which is usually sees a high level of primary children drop out due to limited school places. Additionally, the bursary scheme for secondary school learners in boarding schools sis also commendable as these children will be determined at community level in the constituencies. As the community provides the best possibility for making the determination because such children are known within their locality.

Figure 6: Comparison of 2018 and 2019 Allocations to the Secondary Education Subsector by Programme

	2021 (K)	2022 (K)
Personnel Emoluments	1,685,737,860	1,958,614,583
Goods & Services		
i. General operations	1,072,862	3,420,704
Zambia Education Enhancement Project (ZEEP)	600,000,000	600,000,000
Transfers, subsidies & other payments		
i. Secondary School Grants	25,660,917	529,241,650
ii. Bursaries for Orphans and Vulnerable Children	37,431,329	51,738,362
iii. School Thermal Power		
iv. Science Centers		
v. Two-tier System on Vocation and ICT Skills	3,473,270	5,181,786
vi. Support to Keeping Girls in School Initiative	21,388,223	24,596,451
vii. Promoting Equity in African schools (PEAS)	4,260,228	4,899,722
viii. Provision of sanitary towels	144,000,000	237,128,532
	704,750	810,462
	-	30,000,000
Capital Expenditure Secondary School Furniture	6,773,109	377,271,497
i. Secondary School Laboratory Equipment	-	-
ii. Secondary School Infrastructure	21,773,109	377,271,497
Totals	2,552,275,657	4,200,175,246

3.4 Skills and Tertiary Education Sub-Sector

The total budget allocation for the Skills and Tertiary Education Subsector was ZMK1, 942,118,596 in 2021. This allocation has been reduced to ZMK1, 184,493,081 in the 2022 budget. This is mainly due to the introduction of the Ministry of Science and Technology which has been allocated k716, 848,372, skills development under the Ministry of Science and Technology have been allocated k301, 727,673, Technology and Innovation has been allocated k67, 969,973 and Science and Research Development have been allocated k134, 037,009. These all fall under the Ministry of Technology and Science.

Figure 7: Comparison of 2021 and 2022 Allocations to Skills and Tertiary Education Subsector by Programme

CLASSIFICATIONS	2021(K)	2022(K)
University education	1,560,643,259	1,184,493,081
Youth and Skills Development	143,368,393	55,765,999
Science and technology	93,284,651	67,969,973
Management and support services	10,202,063	19,126,351
Total	1,807,498,366	1,327,355,404

As shown in Figure 7 above, the 2022 national budget comprises of university education as a programme on its own and therefore skills development falls under both the Ministry of Youth, Sport and Art and the Ministry of Science and Technology. Under the Ministry of Youth and Sports the figures for 2021 stood at k143,368,393 and 2022 stands at k55,765,999. Skills Development in the above table represents Youth Skills Development (k6, 755,569 in 2021 and k7, 825,443 in 2022), Youth Empowerment (k136, 242,497 in 2021 and k32, 288,784 in 2022) and lastly, Youth Infrastructure Development (370,327 in 2021 and 15,651,772 in 2022). Skills development under the Ministry of Youth and Sport has reduced drastically. This is contrary to the government's strategies for Skills Development, whose objective is to increase equitable access and participation in the provision of labor-market relevant skills. More so that funds are collected from employers through the Skills Development Fund. Currently, Higher Education is facing huge challenges ranging from dilapidated infrastructure, outdated technology and equipment, unqualified teaching staff and lack of meaningful internship for learners to allow for the acquisition of the much desired practical experience.

The sector is primarily the window of hope if Zambia is to attain industrialisation status as envisioned in the 7NDP. However, with the reduction in budget allocations to the sector, the country is missing out on the opportunity for real development. The Seventh National Development Plan (7NDP) highlights lack of coordination among government ministries as the main challenge that brought about the integration approach used to formulate the 7NDP. However, it is surprising to see that several budget lines are sitting under the Ministry of Youth and Sport and Arts and the Ministry of Science and Technology.

3.5 Youth and Adult Literacy Education (YALE)

The 2022 allocation to the sub-sector was K2, 474,838. This represents a reduction in the budgetary allocation to the Youth and Adult Literacy Education Subsector from 2,492,950 in 2021. 31% of the sub-sector allocation has been earmarked for emoluments, leaving inadequate resources for service delivery. Overall, this sub-sector continues to be the least resourced in the Education and Skills Sector. This is sad because adult literacy is important for ensuring that those who did not manage to complete formal education can also be given the opportunity to improve themselves. More so, this sub-sector is important if the Ministry is to successfully achieve the homework Policy where learners are given homework with the expectation of parents helping them at home. One wonders how this can be possible if the guardians or parents are not given the opportunity for adult learning.

Apart from the recruitment of 30 000 teachers, we have not seen a plan to recruit instructors seriously. The only instructors talked about in the yellow book is about the Luapula province having 12 and 12 assistants for the year 2022 on page 894. It can be noted that it is not only Luapula that needs instructors.

Figure 4: Comparison of 2021 and 2022 Allocations to the Youth and Adult Literacy and Education Sub-sector by Programme

CLASSIFICATION	2021 ALLOCATION	2022 ALLOCATION
Personnel Emoluments	K 487,929	K 783,145
Goods and Services	K 829,582	K 512,438
Capital Expenditure	-	-
Total	K 1,317,511	K1,295,583

3.6 Gender and Equity

It is encouraging to see that the 2022 Education and Skills Sector Budget has defined specific budget lines that are promoting the gender agenda. In the quest to end child marriages, high female school dropout rates and early marriages the government has increased support towards the expectation was that the budget would have clear budget allocations towards the “Keeping Girls in School Initiative (SKGSI)”, whose number of targeted girls has increased from 28,964 in 2021 to 43,520 girls in the 2022 budget. Funding towards the initiative has also increased from 144,000,000 to 237,128,532 in 2022. In addition, supporting women’s livelihoods (SWL) component under the GEWEL project will ensure that 20,843 women are empowered with individual livelihood skills and productivity. However, as a coalition we are worried that after assessing the Auditor General’s Report of 2020 which shows that the government managed to only capture 13,514 girls out of the targeted 28,964 representing 47% enrollment. However, It was found that amongst that number amounts totalling K13,985 were paid for twenty-four (24) ghost girls that had dropped out of school for various reasons such as pregnancies, death and marriage. As at 31st August 2021, the girls were still maintained on the District Databases as enrolled students. As ZANEC it is our hope that by now, the system has been cleaned up and that there are no more ghost girls in the database. We also expect that by the end of 2022, all the targeted number of girls will be accorded the support.

Furthermore, in order to show the cross cutting nature of gender across themes, activities promoting gender equity must be clearly visible. Gender must not simply appear in the narration but should be clearly shown in the interventions that government undertakes. The budget should explicitly indicate specific allocations to gender interventions in order to clearly show how government will address the factors that prevent girls’ progression in education by, for instance, investing in programmes such as Comprehensive Sexuality Education, appropriate sanitation and hygiene facilities for girls.

4.0 RECOMMENDATIONS

1. Government must work towards meeting the minimum SADC threshold for financing the education sector by allocating at least 20% of the National Budget to the Education Sector. This is more so because it is an agreed fact that the quality and standard of education in the country leave a lot to be desired, with no teaching and learning materials, insufficient teachers, and inadequate infrastructure among many other shortfalls. The country needs to be alive to the realities and ensure allocations that will address the status quo instead of perpetuating it.
2. This Ministry of Finance must disburse funds to the sector by 1st January, especially for school grants to ensure that service delivery is not affected, especially now that schools have no tuition fees or parents contributions to fall back on.
3. The education budget, like other line Ministries, must have clear budget lines for promoting gender equity and inclusion in education for easy tracking and implementation of priority interventions. Government should further ensure that lines associated to gender are not habitually used as ceremonial or administrative funds at the expense of service provision towards the learners

4. The government should put in place a policy encouraging private sector participation such as giving tax holidays to firms and industries investing in skills development technology, value addition and offering students including graduates apprenticeship for hands-on practical experience.
5. The Skills and Tertiary Sector must be viewed as the window of industrialization, and hence the budget allocated to the sector must reflect the prevailing costs on the ground as well as our aspirations contained in the vision 2030. Thus, ZANEC strongly urges the Government to consider prioritizing funding to Higher Education if Zambia is to develop in line with the 7NDP aspirations.
6. Government needs to consider significantly increasing its allocations to community schools and the Free Primary Education Grant in order to improve the quality of education. Additionally, some of the funds allocated to infrastructure development must go towards improving standards in Community Schools. It is cardinal to keep in mind that the children in these schools are as much Zambian as those in public and private schools.
7. There is need to allocate money to the development of the skills and YALE policies.
8. To ensure that the funding goes to the right beneficiaries, government should involve civil society such as ZANEC, through its membership, to identify would be beneficiaries to the DEBS office.
9. ZANEC must monitor the utilization of funds towards the Education and skills sector, specifically those under other Ministries e.g., the Ministry of Science and Technology, Ministry of Community Development and the Ministry of Youth, Sport and Arts.
10. The Education sector requires a policy as a matter of urgency and ZANEC has been advocating for the same time immemorial. Perusal of the Yellow Book has not categorically addressed this critical component. This failure to address this issue leaves the YALE category with a challenge because without a policy, the growth and direction of this sub sector becomes unpredictable and undetermined.



