

FROM COMMITMENTS TO ALLOCATION- ZAMBIA'S PLEDGE EXCEEDS TARGET

Submitted to:

The Executive Director,
Zambia National Education Coalition,
Baptist Fellowship Building,
Plot 3061/2, Corner of Makishi and Great East Road,
P.O. Box 30774,
Lusaka, Zambia.
E-mail: zanec@zamtel.zm

Prepared by:

Henry Malumo
Advocacy and Campaigns consultant
Regus Arcades, Blue House,
2nd Floor, Lusaka
Telephone: 097-8-653705
e-mail: analyticshenry@gmail.com

April, 2021

“Promoting Quality Education for All”



TABLE OF CONTENTS

ABBREVIATIONS/ACRONYMS	ii
EXECUTIVE SUMMARY	iii
CHAPTER ONE: INTRODUCTION	1
1.1 Background.....	1
1.2 Objectives of the study.....	1
1.3 Limitations of the study	2
1.4 Methods of data collection and analysis	2
CHAPTER TWO: EDUCATION POLICY CONTEXT.....	3
2.1 Sector policies and plans	3
2.2 Literature review	4
CHAPTER THREE: THE PLEDGE AND COMMITMENT.....	5
3.1 Pledge making	5
3.2 Pledge monitoring.....	6
3.3 From, allocation to disbursement	14
CHAPTER FOUR: SOURCES OF FINANCING EDUCATION IN ZAMBIA	15
4.1 Domestic Education Financing in Zambia.....	15
4.2 External Education Financing in Zambia	15
4.3 Financing the ESSP	16
4.4 GPE contributions to education sector financing	16
CHAPTER FIVE: PROMOTING SECTOR ACCOUNTABILITY	17
5.1 Promoting internal control	17
5.2 Social accountability in education sector	17
CHAPTER SIX: CONCLUSION- OBSERVATIONS AND RECOMMENDATIONS	18
6.1 Government	18
6.2 Development Partners	19
6.3 Civil Society	20
6.4 Cross cutting	20

ABBREVIATIONS/ACRONYMS

DCP	Developing Country Partners
ESA	Education Sector Analysis
ESBS	Education Sector Budget Support
ESP	Education Sector Plan
ESPIG	Education Sector Program Implementation Grant
ESSP	Education Skills and Sector Plan
FBOs	Faith Based Organisations
GPE	Global Partnership for Education
GRZ	Government of the Republic of Zambia
MoGE	Ministry of General Education
MoHE	Ministry of Higher Education
NIF	National Implementation Framework
SNDP	Seventh National Development Plan
YALE	Youth and Adult Learning Education
ZANEC	Zambia National Education Coalition

EXECUTIVE SUMMARY

The Zambia National Education Coalition (ZANEC) undertook this study in order to produce a shadow report on the adherence and performance of Zambia's 2018 1st pledge and an overview of the first and second replenishment made at the Global Partnership for Education (GPE) conferences. Zambia joined the Global Partnership for Education through the Fast Track Initiative in 2008. Zambia has received three grants from GPE to date: one Education Sector Plan Development Grant (ESPDG) and two Education Sector Plan Implementation Grants (ESPIG). The 1st 2nd Global Partnership for Education replenishment was held during the first week of November 2011 in Copenhagen, Denmark and covered the year 2011-2014. The conference generated pledges from 60 partners. Close to US\$2 billion were contributed to the GPE Fund over that period. The 2nd replenishment covered the years 2015 to 2017 and introduced a new operational model. The Replenishment Conference was held in Brussels, Belgium from the 25th to the 26th of June 2014. Overall, pledges from partner countries reached US\$26 billion and pledges from donors reached US\$2.1 billion. The 2nd 3rd replenishment covered the years 2015 to 2017 and introduced a new operational model. The Replenishment Conference was held in Brussels, Belgium from the 25th to the 26th of June 2014. Overall, pledges from partner countries reached US\$26 billion and pledges from donors reached US\$2.1 billion.

The pledge made is a promise to the people of Zambia witnessed by the international community of the country's commitment towards education and the attainment of Sustainable Development Goal 4 (SDG4). During the second replenishment conference held in Brussels, Belgium, the 4th Zambian government revealed that it had reached the 20% commitment and pledged to increase its commitment to 22% by 2018. The government stated that 50% of the education budget was channeled to the primary sub sector.

The study findings show Zambia's pledges that were made in 2018 during the GPE replenishment conference against actual annual budget allocation from 2018 to 2020. The GPE replenishment pledges made by Zambia were aligned to support the effective implementation of the Zambian Education and Skills Sector Plan (ESSP) based on the Seventh National Development Plan (SNDP) 2017 – 2021. The 5th SNDP is applauded by the Zambian education community due to the placement of education as one of the five critical sectors needed to accelerate Zambia's socio economic and cultural transformation.

The Global Partnership for Education replenishment period (2017/2018 – 2020) has been characterized by turbulent financial challenges due to financial mismanagement in the Ministry of General Education that led to the suspension of education budget support by various development partners.

However, the Zambian government has exceeded the 6th GPE targeted pledges against the budget allocations during the 2018 – 2020 replenishment. However, this scoring comes with a mixed bag of challenges. The suspension of partner or donor financing due to the misappropriation of funds by public servants that included senior government officials brought a number of programmes and activities to a halt.

1 [Third replenishment pledge for Zambia](#)
2 [First GPE replenishment](#)
3 [GPE 2nd Replenishment](#)
4 [Zambia Pledge 2nd replenishment](#)
5 [7 National Development Plan](#)
6 [Zambia GPE Pledge](#)

While the Global Partnership for Education and other development partners are working with the Zambian government to resume government budget support, the transaction has taken longer than anticipated.

Secondly, Zambia's huge debt has suffocated the pledge making exercise and shifted funds meant for social sectors towards debt repayment. The Global Partnership for Education pledge calculation that includes debt servicing should be reviewed for Zambia due to the huge debt repayments.⁷ Announcing the 2021 national budget, Zambia's Minister of Finance stated that external public debt stock increased to US\$11.97 billion as at end of June 2020 from US\$11.48 billion at the close of 2019. Representing an increase of 4.3%, debt repayments alone in the proposed budget will account for approximately 41% of the ZMW 119 billion-kwacha budget. *This is higher than the combined allocation to key social sectors; Health, Education and Social protection that are only allocated 23.6%.* The 2019 joint⁸ World Bank and IMF debt sustainability analysis stated that the rising debt service costs (both externally and domestically) and a large pipeline of contracted and to-be-disbursed loans place Zambia's public debt on an unsustainable path under current policies while budget expenditure arrears have risen.⁹ According to a recent report by Fitch Ratings, 'persistent fiscal deficits increased general government debt to 88% of GDP in 2019, from 32% in 2014. External public debt was US\$11.1 billion (54% of GDP). Zambia faces approximately USD1.5 billion in external debt servicing (105% of current international reserves) in 2020. While the government is likely to manage its 2020 debt servicing requirements, Eurobond repayments of USD750 million in September 2022 and USD1 billion in April 2024 will lead to a surge in external debt servicing in these years. Given Zambia's debt crisis, the education sector in Zambia will most likely experience a reduction in its budget as some funds meant for education will continue to service debt repayments instead.

Since 2016, the education sector has been governed by two ministries with distinct responsibilities. The Ministry of General Education (MoGE) manages Early Childhood Education (ECE), primary, secondary, as well as Youth, Adult Literacy and Education (YALE). The Ministry of Higher Education is responsible for university education, TEVET, science, technology, and innovation. Sector planning documents are developed jointly by the two ministries. The sector was previously governed by a single ministry, the Ministry of Education, Science, Vocational Training and Early Education (MESVTEE).

7 [Zambia 2021 Budget address](#)

8 [WB-IMF 2019 joint debt analysis for Zambia](#)

9 [Fitch Rating Zambia](#).

CHAPTER ONE

INTRODUCTION

1.1 BACKGROUND

The ¹⁰Global Partnership for Education (GPE) Replenishment Financing Conference held in Senegal in February 2018, was the world's largest-ever education financing event. It was also the first ever global partnership conference on development financing which saw both developing and donor countries alike coming together to make significant and concrete pledges towards sector level financing on common goals.

Established in 2002, the Global Partnership for Education (GPE) is the world's only multilateral partnership exclusively devoted to improving the provision of quality education for children. Its mission is to “galvanize and coordinate a global effort to deliver good quality education to all girls and boys, prioritizing the poorest and most vulnerable.”

GPE brings together governments, multilateral agencies, international organisations, foundations, the private sector, and civil society to mobilise technical and financial resources towards the areas in greatest need. It is designed to strengthen national education plans, improve aid effectiveness, coordinate donor support and galvanize financing for education. It does this through a partnership of developing country governments, donor agencies, civil society organisations and private organisations—aiming to make the whole add up to more than the sum of its parts.

At the heart of GPE is a belief in the value of bringing together developing country governments with donor country governments, civil society, the teaching profession and the private sector, to pool resources and knowledge in support of education, both globally and nationally. Through this approach, it achieves coordinated, strategic support to nationally-led education plans that aim to provide every child with quality basic education.

1.2 OBJECTIVES OF THE STUDY

The aim of the study was to develop a shadow report of the *Zambian* government's adherence to the pledges they made during the last replenishment meeting as well as to provide a civil society perspective of the utilization and benefits/impact of the GPE funds in promoting quality education in Zambia.

Objectives:

1. To conduct an analysis of government pledges to GPE against budget allocation during the 2nd GPE replenishment period.
2. To provide an analysis on the effective and efficient utilization of GPE funds by the government.
3. To determine internal accountability measures by government meant to enhance fiscal discipline.
4. To identify internal and external opportunities and mechanisms for increased social accountability.

10 [GPE replenishment conference](#)

1.3 LIMITATIONS OF STUDY

Various international and national organizations shut down operations while others had scaled down operations with a major focus on emergency preparedness. The United Nations family in Zambia that hosts UNICEF, Zambia's lead development partner in the education sector, was closed for various operations except for COVID-19 related activities. The second aspect of the study was supposed to review donor – government financing but this could not take place due to the suspension of donor support at the start of the third replenishment period.

1.4 METHOD OF DATA COLLECTION AND ANALYSIS

Given the rise of COVID-19 cases at the start of the study, three data collection methods were employed: document review, limited face to face key informant interviews and virtual informant interviews.

The sample in this study was a portion of the population selected to participate in the research. The sample constituted the government officials, donors as well as civil society organizations. This brought the total number of respondents to twenty (20).

The research used both quantitative and qualitative research methods to analyse data. The collected data was analysed by use of a thematic method where different themes within the collected data was used to induce and deduce the results on the research being conducted. The data analysis tool was chosen in order to facilitate the statistical manipulation of responses. Furthermore, the software was chosen because it was more conducive for the study and easy to use. Data analysed has been presented using charts.

Ethical consideration

Respondents were assured that since information being collected was sensitive, their names or identity would be kept confidential so as to prevent any repercussions. Ethical research issues include issues such as informing participants of the study's purpose, avoiding misleading practices, sharing information with participants (including researcher's role), respecting the research site, reciprocity, using ethical interview practices, maintaining confidentiality and working with participants (Creswell, 2014). Each questionnaire stated the study's objectives; clarified specifically and clearly the degree of confidentiality and ethical standards. The persons themselves were answering the questionnaires.

Interviews with key informants were held. These included members of staff from the Ministry of Finance and the Ministry of General Education who are the central leads in the GPE – Zambia government relations. The Ministry of General Education, unlike the Ministry of Higher Education, houses various processes on behalf of the two ministries.

The study reviewed various documents from the Zambian government as well as other documents from development partners including the GPE country reviews as the core reference points Education and Skills Sector Plan (2017 – 2021), Seventh National Development Plan, Joint World Bank and IMF debt sustainability analysis, GPE country program evaluation for Zambia, ZANEC GPE utilization report, ZANEC budget reviews and UNICEF Zambia 2019 Education Budget Brief.

CHAPTER TWO

EDUCATION SECTOR POLICY CONTEXT

2.1 “Current Sector Policies and Plans”

The education system in Zambia is guided by the National Education Policy of 1996; the Higher Education Policy of 2019, Higher Education Act of 2013 and the Education Act of 2011. These policies are prescribed according to the respect levels, be it higher or primary levels.

This Education and Skills Sector Plan (ESSP) is designed to re-establish education as the key catalyst for national development over the plan period and to help the country attain its long-term development vision. The ESSP is designed to translate the country’s quest to ‘deliver quality and relevant lifelong education and skills training for all’ into pragmatic and integrated solutions that are driven by the realization that some intractable challenges, including various system distortions in the provision of education opportunities across sub-sectors, issues of curriculum relevance, teachers’ skills and their supply across regions and subject matter, the weak development of foundational learning skills, and negative incentives that demotivate the effective management of education delivery, among others, will require problem solving and innovation to achieve the primary goal of improving quality through efficiency gains. The ESSP is the principal mechanism for convening the contributions and influence of all stakeholders including the education sector’s various unions, cooperating partners (CPs), non-governmental organizations (NGOs), faith-based organizations (FBOs), the private sector, local communities, parents and children themselves to help Zambia meet its national and international commitments.

¹¹The 2011-2015 Education Sector National Implementation Framework III (NIF III) and the 2017-2021 Education and Skills Sector Plan (ESSP) are of good quality as per the GPE quality standards for Education Sector Plans, with the ESSP showing some improvement over the NIF III in terms of being evidence-based, sensitive to context, and having greater attention to disparities. However, questions about the operational feasibility of the ESSP remain. ESSP development was marred by significant delays due to a number of factors including the late ownership of the ESSP development process by the newly established ministries in charge of education (MoGE and MoHE), the delayed publication of the 7NDP and other key education policy documents, and disruptions caused by the hiring and dismissal of external consultants serving as technical assistance.

Participatory processes involving consultations with donor partners, various government ministries, CSOs, provincial actors, and teachers’ unions were used to develop the ESSP. However, stakeholders provided mixed reviews on the extent to which the process was as consultative as the NIF III developed. Although there was government ownership of the planning process, ESSP development was mostly led by external consultants overseeing the technical work.

11 [NIF III](#)

While there is some evidence to suggest improvements in sector planning capacity at central level, it is unclear the extent to which domestic planning capacities at provincial and district level have changed.

Lengthy delays and government staff turnover proved challenging for capacity development, despite participatory approaches involving government officials at all stages of plan development.

2.2 LITERATURE REVIEW

The 2014 Global Monitoring Report on Education (GEMR) recommended that governments should secure at least 20 per cent from taxes in order to ensure sufficient support for education. The main challenge that the education sector faces is that increased internal funding is not resulting in meaningful translation into raised quality of education or to more scientific innovation and research emerging within the education sector (ESSP Preface). Government spending on education has been increasing in absolute terms since 2012 to around 2014. The education sector takes the largest single share of the government budget with over 80% going to personnel emoluments. The 2019 ¹²UNICEF Zambia budget brief states that, *a significant share of the general education budget goes to personnel emoluments and this has increased from 85 per cent in 2017 to 90 per cent in 2019. For primary education, the share of personal emoluments is even higher at 97 per cent, leaving little or nothing for other key ingredients of quality education.* Education's share of the total government budget had been increasing until 2015 and has been declining since. GRZ projections for 2018 to 2020 indicated that the average share of education in the budget would be 17.2 per cent (ESSP). However, the actual figures that were recorded include, in 2018 about 16.13 was allocated to education following a reduction in 2019 to 15.3 per cent, 2020 saw an even further reduction of 12.

According to the Education and Skills Sector Plan, the expenditure on education was broken down into four items: (i) staff and teacher salaries (Personnel Emoluments); (ii) school grants for ECE, free primary education and secondary schools; (iii) teaching and learning materials (TLM); and (iv) infrastructure development, mainly for the construction of schools. Personnel emoluments (salaries of teachers and staff) account for 89 per cent; infrastructure (construction and upgrading of secondary schools) amounts to 7.5 per cent; the remaining 3.5 per cent is for everything else, including grants and TLM. The share of government education expenditure on TEVET is extremely limited, accounting for less than 1 per cent of total education expenditures (ESSP). The Ministry of Finance social sector budget system only guarantees personal emoluments and sector grants leaving out infrastructure development, teaching and learning materials. The social sector competitive negotiations across the Ministries of Water Development, Health, General Education and Higher Education has potential to increase coordination in areas of joint work but this approach undermines government's commitment towards meeting the ¹³Incheon Declaration made in 2015 to allocate 15 - 20% target of government expenditure or least 4-6% of Gross Domestic Product (GDP).

12 [UNICEF-Zambia-2019-Education-Budget-Brief.pdf](#)

13 [Incheon Declaration - 2015](#)

CHAPTER THREE

PLEDGE AND COMMITMENT

3.1 PLEDGE MAKING:

The replenishment campaign where the pledge making process is undertaken aims to mobilize funding from five categories of stakeholders namely Developing Country Partners (DCP), donors, multilateral organizations/Regional Banks, Civil Society Organizations (CSOs), Private Sector and Foundations. The mobilized financing or pledges must explicitly link to improvements in equity & access, quality & learning, system efficiency or data & accountability in the developing countries, and changes arising from such initiatives can be seen by using the PISAD of 2018 and the annual education statistical bulletins.

Donors were requested to support education financing by replenishing the Global Education Partnership's global fund which targets funding to financing gaps in developing country education plans. Developing Country Partners (DCPs), for their part, were required to make concrete time bound commitments to maintaining or increasing their own domestic finance to their education systems.

The process of collecting pledges from developing country partners for the GPE replenishment conference is an exercise that takes several months. The GPE Secretariat consults with focal points from the ministries of education and Ministries of Finance in each of the 65 partner countries to develop and agree a process for obtaining pledges.

The GPE Secretariat then provides pledge forms that are used to capture data on current education expenditures as well as information on their forecasted spending on education for the next three years. The pledge making data collected from each country covers total public recurrent expenditure (including debt and service payments), total public capital expenditure, interest and debt service, public recurrent education expenditure, and public capital education expenditure.

The first and second replenishment saw the pronouncement of ambitious pledges that were not honored, the major setback was that the Ministry of Education focal points did not consult their Ministry of Finance counterparts who are the custodians and decision makers over budget allocation for various sector, before the 2018 GPE replenishment conference in Senegal. This is according or mandated by the constitution of Zambia.

It is evident from both the Ministry of Education and the Ministry of Finance that the pledge making process has not been popularized and there is little ownership of the pledge both in government and among non-state actors. A number of civil society organizations interviewed did not participate in the pre or post pledge making meetings which were meant to ensure the vision is on track and being actualized. The Ministry of Finance budgeting process that places the Ministry of Water, Ministry of Health and the two Ministries of Education to compete or negotiate sector allocation before a social sector lump sum allocation has the potential to stagnate Zambia's progress towards the 20% education budget pledged.

In reference to the Senegal replenishment, the GPE Secretariat said ‘*although the pledge forms asked for data on both capital and recurrent expenditure targets, the pledges captured for GPE’s replenishment were based only on recurrent expenditure targets for education between 2018 and 2020, to capture the volume of a country’s domestic discretionary resources committed to education. We felt that using recurrent spending would give a clearer picture of how government revenue is being channeled, as they typically exclude large donor-funded projects, which are usually recorded in the capital/development budget*’.

3.2 PLEDGE MONITORING:

The replenishment cycle is a three year period and the GPE Secretariat tracks progress against each country’s projected targets on an annual basis, in alignment with the 10 indicators in the ¹⁴GPE results framework which tracks public spending on education as a share of total public expenditure. The ¹⁵Zambia result framework including the consultative process is a useful matrix to appreciate the commitments against the actions.

14 [GPE results framework 2016 - 2020](#)

15 [Zambia Results framework](#)

Results Summary				
Column 1	Column 2	Column 3	Column 4	Column 5
Indicator	Achieved (Year)	Non- PCFC average	Overall average	Suggested threshold
<p>9. Equity index: A composite index consisting of three equally weighted indices measuring parity in lower secondary completion: (1) Gender parity index, (2) Rural/Urban parity index, (3) Wealth (lowest income quintile/highest wealth quintile) parity index.</p> <p>Interpretation: <i>The equity index ranges between 0 and 1, 0 reflecting the highest disparities and 1 perfect equality in completion for all groups.</i></p> <p>Source: UNESCO Institute for Statistics/Household surveys (WIDE Database)</p>	<p>2010: 0.45</p>	<p>2010: 0.55</p>	<p>2010: 0.49</p>	
	<p>2018: 0.51</p>	<p>2018: 0.60</p>	<p>2018: 0.54</p>	<p>n/a</p>
		<p>50 percent improved (N= 32, 2010-2018)</p>	<p>51 percent improved (N= 59, 2010-2018)</p>	

<p>10. Public expenditure on education as a percentage of total public expenditure: (i) increased public expenditure on education, as compared with a base year value, or (ii) maintained public expenditure on education at 20% or above.</p>	<p>At country-level, total public education expenditure is computed as the sum of (i) expenditure on education by all ministries, (ii) expenditure on education by local government, (iii) employer's contribution to non-salary social benefits (if not charged directly to the education ministry's budget). Next, the share of education spending in total government spending is calculated by dividing total public education expenditure over total public expenditure (excluding debt service), and multiplying by 100.</p>	<p><i>Interpretation:</i> This indicator reflects countries' financial commitment to education. The higher the percentage, the greater the progress towards meeting domestic financing objectives.</p>	<p><i>Source :</i> Ministries of Finances, Budget Departments or National Treasuries (2018)</p>	<p>23.4%</p>	<p>19.6%</p>	<p>18.7%</p>	<p>At least 20% of public expenditure on education on showing improvement</p>
<p>11. Equitable allocation of teachers, as measured by the relationship (R2) between the number of teachers and the number of pupils per school: The R2 is the statistical relationship between the number of pupils and the number of teachers per primary school.</p>	<p><i>Interpretation:</i> The closer to 1 is the value of the R2 (which ranges between 0 and 1), the greater the relationship between the number of students and the number of teachers at the school level. This suggests that, generally, the allocation of teachers in public primary schools is more equitable according to the number of students in each school.</p>	<p><i>Source:</i> Pôle de Dakar database; Education Sector Analysis reports.</p>	<p>(2015-2018)</p>	<p>No data available</p>	<p>48 percent at or above 20 %</p> <p>26 percent increased</p> <p>(N= 27, 2018)</p>	<p>47 percent at or above 20%</p> <p>23 percent increased</p> <p>(N= 47, 2018)</p>	<p>At least R2 of 0.8 between the number of teachers and the number of pupils per school</p>

<p>13. Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient (IEC) at the primary level: The ratio between the theoretical number of pupil-years required to produce a number of graduates from a given school-cohort for primary (in the absence of repetition or dropout) and the actual number of pupil-years spent to produce the same number of graduates, where a pupil- year is defined as one year spent by one student in one grade (regardless of whether the pupil is a repeater or will later drop out of the system)</p>	0.75	insufficient data	insufficient data	0.7
	<p><i>Interpretation:</i> The IEC ranges from 0 (no students complete a full cycle at the relevant level) to 1 (all students who initially enroll graduate without any repetition or dropout – i.e. perfectly efficient system). Thus, an IEC above 0.7 reflects a high overall level of internal efficiency of the primary education system in producing graduates.</p> <p><i>Source :</i> UNESCO Institute for Statistics, Education Sector Analysis Reports (2015-2018)</p>			

<p>14. Number of key education indicators reported to UIS (out of 12 key indicators): Count of number of key indicators reported to UIS for at least one of the two most recent years with available data.</p>	5 out of 12 key indicators reported to UIS	8 out of 12 key indicators reported to UIS	7 out of 12 key indicators reported to UIS	At least 10 key indicators reported to UIS
<p>Interpretation: A higher number of key education indicators reported to UIS reflects PC's commitments to improved availability, quality and timeliness of data production. Availability of data in the UIS database serves as a proxy to capture thematic coverage and the quality of the data collected at country level.</p>	(2016/17)	30 percent reported at least 10 key indicators (N= 33, 2016/17)	30 percent reported at least 10 key indicators (N= 61, 2016/17)	
<p>Source: UNESCO Institute for Statistics</p>				
<p>15. Status of Learning Assessment System (LAS): For a LAS to meet quality standards, it must have a national examination and a large-scale assessment classified as 'Established' using GPE quality standards.</p>	LAS established	59% have an established LAS (N= 32, 2015-2018)	48% have an established LAS	Established
<p>Interpretation: A value of 'Established' suggests that the PC has in place robust learning assessment systems to monitor progress in learning outcomes and promote evidence-based policy-making. Information on PCs with non-established learning assessment systems, on the other hand, helps identify areas where systemic change is essential for GPE to better support countries in the strengthening of such systems.</p>	(2015-2018)	6 out of 7 quality standards met for 28 ESPs	5 out of 5 quality standards met for 4 TEPs / 6 out of 7 quality standards met 28 ESPs	At least 5 quality standards met out 7 (ESP)
<p>Source: UIS Learning Assessment Catalogue, UIS Central Data Catalogue, UNESCO, World Bank, Ministries of Education.</p>				
<p>16a. Quality of Education Sector Plan: Number of quality standards met by Education Sector Plan (ESP) or transitional education plan (TEP).</p>	n/a	28 out of 28 ESPs met at least 5 quality standards	32 out of 32 ESP/TEPs met the minimum quality standards	At least 3 quality standards met out 5 (TEP)
<p>Interpretation: A high value suggests that the PC has developed quality evidence-based education sector plans that provide relevant and credible strategies to improve access and learning.</p>	(2016/17/18)			
<p>Source: ESP/TEP assessed using Quality Standards developed by UNESCO International Institute for Educational Planning and GPE.</p>				

<p>16b. Quality of the teaching and learning strategy in the Education Sector Plan: Number of quality standards met by a teaching and learning strategy in an ESP or TEP.</p> <p><i>Interpretation:</i> A high value suggests that the PC has developed quality strategies aimed at improving teaching and learning. Strategies that meet quality standards increase the likelihood of their effective implementation, and their transformational effect in the education sector.</p> <p><i>Source:</i> ESP/TEP assessed using Quality Standards developed by UNESCO International Institute for Educational Planning and GPE.</p>	n/a	4 out of 5 quality standards met for 28 ESPs	5 out of 5 quality standards met for 4 TEPs / 4 out of 5 quality standards met for 28 ESPs	At least 4 quality standards met out of 5 (ESP/TEP)
	(2016/17/18)	23 out of 28 ESPs met at least 4 quality standards	(2016/17/18)	(2016/17/18)
<p>16c. Quality of the strategy to respond to marginalized groups in the Education Sector Plan: Number of quality standards met by a strategy to respond to marginalized groups in an ESP or TEP.</p> <p><i>Interpretation:</i> A high value suggests that the PC has developed quality strategies aimed at improving equity. Strategies that meet quality standards increase the likelihood of their effective implementation, and their transformational effect in the education sector.</p> <p><i>Source:</i> ESP/TEP assessed using Quality Standards developed by UNESCO International Institute for Educational Planning and GPE.</p>	n/a	5 out of 5 quality standards met for 28 ESPs	4 out of 5 quality standards met for 4 TEPs / 5 out of 5 quality standards met for 28 ESPs	At least 4 quality standards met out of 5 (ESP/TEP)
	(2016/17/18)	28 out of 28 ESPs met at least 4 quality standards	(2016/17/18)	(2016/17/18)

<p>16d. Quality of the strategy to improve efficiency in the Education Sector Plan: Number of quality standards met by a strategy to improve efficiency in an ESP or TEP.</p>	n/a	5 out of 5 quality standards met for 28 ESPs	5 out of 5 quality standards met for 4 TEPs / 5 out of 5 quality standards met for 28 ESPs	At least 4 quality standards met out of 5 (ESP/TEP)
		26 out of 28 ESPs met at least 4 quality standards	30 out of 32 ESP/TEPs met at least 4 quality standards	
<p>Source: ESP/TEP assessed using Quality Standards developed by UNESCO International Institute for Educational Planning and GPE.</p>	(2016/17/18)	(2016/17/18)	(2016/17/18)	
<p>23. Proportion of classrooms constructed through the ESPIG, out of the total planned by the ESPIG: The proportion of classrooms built or rehabilitated in the reference FY, out of the total planned to be built or rehabilitated in that FY.</p> <p>Interpretation: Results approaching 100% indicate that classroom-related results are achieved as initially anticipated. This suggests that grants are being implemented in line with the plan for building/rehabilitating classrooms, through the funds provided.</p> <p>Source: GPE Grant Agent.</p>	n/a	60%	81%	
	(2019)	(N= 4, 2019)	(N= 13, 2019)	n/a
<p>24. Grant performance against Funding Model performance indicators (a) Did the ESPIG identify targets for Funding Model performance indicators on equity, efficiency and learning? (b) Percentage of targets achieved against Funding Model performance indicators on equity, efficiency and learning?</p> <p>Interpretation: A high value of Part (b) indicates that the PC is meeting the required achievement levels with respect to the performance-based indicators linked to transformative strategies to improve equity, efficiency, and learning outcomes.</p> <p>Source: ESPIG Application form, GPE Grant Agent.</p>	(a) n/a	(a) 100%	(a) 100%	
	(b) n/a	(b) 100%	(b) 100%	n/a
	(2019)	(N= (a) 6 ; (b) 3, 2019)	(N= (a) 10 ; (b) 6, 2019)	

<p>25. ESPIG Implementation status: Active ESPIGs are classified as on track, slightly behind, or delayed based on the GPE Grant Agents' implementation rating.</p>	n/a	92% Grants on track or slightly behind (N= 12, 2019)	86% Grants on track or slightly behind (N= 29, 2019)	Grant on track or slightly behind
<p><i>Interpretation:</i> A value of on-track suggests that the ESPIG is to a large extent being implemented in an efficient and timely manner. A value of slightly behind or delayed suggests the need to focus on more effective grant implementation.</p> <p><i>Source:</i> GPE Grant Agent and GPE Secretariat.</p>	(2019)	7 criteria aligned	5 criteria aligned	ESPIGs that are aligned in at least 7 out of 10 criteria
<p>29. ESPIG alignment to national systems (number of criteria met out of 10): the number of elements of alignment, as defined by GPE, that are met by an active ESPIG.</p> <p><i>Interpretation:</i> A high degree of alignment indicates that support/funding modalities are aligned with PC's own operational systems, frameworks and procedures.</p> <p><i>Source:</i> ESPIG Application form</p>	10 criteria aligned	9 out of 18 ESPIGs are aligned in at least 7 criteria	16 out of 45 ESPIGs are aligned in at least 7 criteria	ESPIGs using a pooled modality (co-financed project or sector pooled mechanism)
<p>30. ESPIG modality: Stand-alone funding refers to GPE grant funding that is not combined with funding from any other partner to support a common project. Co- financed project funding refers to funding coming from more than a single partner to support a common project. Sector pooled funding refers to a diverse group of grant or credit modalities with varying instruments and mechanisms to support implementation of an endorsed national education sector plan.</p> <p>(sector pooled)</p>	(2019)	(co-financed project) 17%	(co-financed project) 20%	
<p>No</p>	17%	11%		
<p>Yes</p> <p><i>Interpretation:</i> Harmonized funding (co-financed or sector-pooled) is typically recommended to create a space for dialogue and coordination amongst funding partners. However, funding modalities also vary based on different country needs, capacity and operating mechanisms of the entity supervising or managing the grant.</p> <p><i>Source:</i> ESPIG Application form</p>	(stand-alone) 67%	(standalone) 69%	(standalone)	(N= 45, 2019)
<p>No</p>	(2019)	(N= 18, 2019)	(N= 45, 2019)	

The GPE Secretariat publishes all the Developing Country Partners and all the pledges that are made at the replenishment conference. This act of transparency allows civil society and other actors to know and understand commitments by their respective governments. The role of civil society in pledge monitoring is highly critical because the pledge is a promise made by the government to its citizens and witnessed by the global community who in turn makes a promise to support DCP commitments.

The GPE pledge indicator aims to assess the proportion of developing country partners that have increased or reduced their public expenditure on education, or maintained sector spending at 20% or more of their total public spending.

3.3 FROM PLEDGE TO ALLOCATION FOR COHERENCE AND CONSISTENCE:

Although a considerable proportion of the approved budget is released, usually in excess of 97 percent, a very large part of this is for personal emoluments (PE) budget. When the infrastructure component is taken out of the non-PE, this exerts significant stress on the available resources to manage the sector. The Ministry of Finance has not adhered to timely disbursements as indicated in various work plans and schedules and not all of the allocated funds are released. For example, in the year 2019, a reduction in the pledge was noticed as according to 2018 (ESSP).

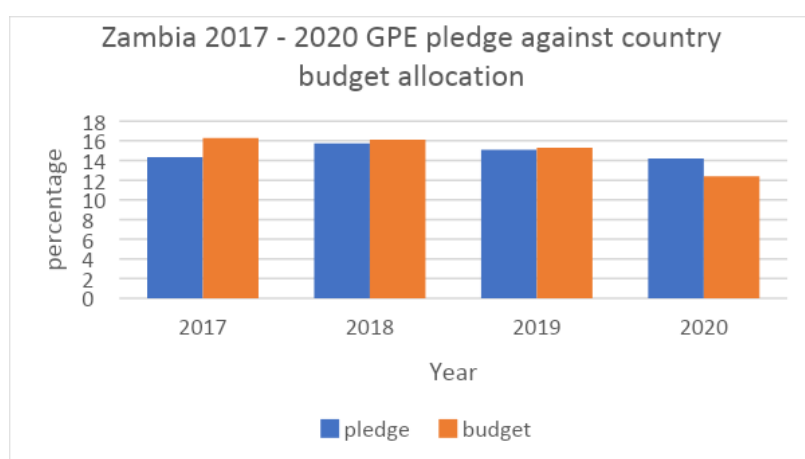
According to a budget analysis undertaken by ¹⁶ZANEC in 2019, the following incidence that took place in 2018 was brought to light - *Eastern Province was allocated K12, 949,214.82 in the 2018 National Budget. A quarterly disbursement of K3, 237,303.71 was indicatively supposed to be released to the Eastern Province under the MoGE. However, only K519, 313.81 translating into sixteen percent (16%) of the first quarter allocation was released to the Provincial and District Education Offices. Meanwhile no disbursements were made to Early Childhood Education (ECE), primary, secondary and colleges as of April 2018, for the entire province*

CHAPTER FOUR:

SOURCES OF FINANCING EDUCATION IN ZAMBIA

4.1 DOMESTIC FINANCE

The pledge that the Zambian government makes at the replenishment conference comes from domestic revenue or government funding generated through taxation and does not include donor funding. Domestic education expenditure has been stagnant or falling since 2014, driven by rapidly increasing public debt, falling commodity prices, and a declining economic growth rate. These factors have led to cuts to capital expenditure and lower-than-expected allocations for implementing the NIF III. A decline in education budget and diminished budget releases by the Ministry of Finance has had a significant effect on the distribution of domestic resources between recurrent and capital expenditures. While personnel emoluments have largely been maintained (albeit with delays in disbursement), non-personnel recurrent expenditure, capital expenditures, and discretionary spending have all seen considerable cuts (GPE summative report). The ¹⁷table below shows the Ministry of Finance annual allocation to the Education sector against Zambia's pledges made at the 2018 GPE Replenishment Conference in Senegal.



The pledges made were very low as they amounted to less than 20% of the national budget in all the years of the study, the actual pledges were in 2017, the government had pledged 14.33, 2018 the pledge was 15.73, while in 2019 they had pledged 15.09 and finally 2020 they had pledged 14.2.

4.2 EXTERNAL EDUCATION FINANCING IN ZAMBIA:

The contribution of the cooperating partners to GRZ budget in the form of general or sector budget support has reduced significantly in recent years. Most of the current support to the sector is provided as project support and is not included in the government's budget.

Resources from the Official Development Assistance (ODA) are the main source of external resources. ODA can include loans or grants, in the form of global budget support (when the funds offered are completely fungible with national resources), sector budget support (to assist with the development of a particular sector, either through recurrent or capital expenditure), or project funds.

17 [Zambia Pledge 2018 - 2020](#)

In Zambia, this kind of support has been shrinking especially since Zambia was reclassified as a lower middle-income economy in 2010 by the World Bank.

The review period has seen a decline in levels of donor support and deterioration in donor relationships, including a suspension of funding from pooled funding and sector budget support, driven by issues of financial accountability and challenges in sector performance. While a number of donors have left the education space, particularly in the first years of the review period, several donors are re-entering or considering entry into the sector. Even as new donors are entering or considering entry to the sector, overall levels of donor funding has declined, and donor support is increasingly funneled through project-based modalities.

4.3 FINANCING THE ESSP

The macro-economic context for the ESSP is challenging as the government has embarked on austerity measures to scale back spending in the face of challenging debt servicing obligations. These austerity measures came at a time when the education budget has declined from over 20 percent of the government's budget in 2015 to about 16.1 per cent in 2018 (**ESSP**). However, it can be seen from Zambia's pledge summary that the percent pledged demonstrates reduced ambition from the 2014 – 2015 commitments.

4.4 GPE CONTRIBUTIONS DURING THE SECOND REPLENISHMENT AND ESSP:

The Global Partnership for Education funding support between 2011 and 2016 had bridged the gap in the shortfall in funding to operationalize critical educational programmes when GRZ funding had fallen short in annual funding of budgeted programmes. The funds supported the rolling out of the new curriculum to all 10 Provinces, procurement of learning and teaching materials, training of teachers using the CPD, monitoring activities at lower levels, enhancing girl's participation and performance, improved programming around reproductive health, HIV/AIDS and nutrition (**ZANEC GPE UTILISATION REPORT - 2018**)

The Zambian government received US\$ 498,000 through the Education Sector Plan Development Grant between 2016 and 2018 which contributed to the development of the ESSP and marginally increased the amount of international financing for education. Thirdly, the Global Partnership for Education's multiplier mechanism that was put in place in 2020 has allocated US\$ 10m to Zambia by 2020. This fund will be provided once all the audit issues made are resolved.

The GPE has played a catalytic role and provided the Education Sector Plan Development Grant that delivered the Education and Skills Sector Plan (ESSP). During the 2011-2019 period, the Global Partnership for Education guidelines for ESSP development helped orient the Ministries responsible for education through the process of developing the NIF III and Education and Skills Sector Plan. The GPE guidelines also ensured the ESSP encompassed inputs from the Ministry of General Education and the Ministry of Higher Education. The GPE's **ESPDG** provided critically needed funding for an Education Sector Analysis (ESA) technical assistance, national and sub-national level consultations, and coordination of ESSP development. The GPE's Quality Assurance Review (QAR) of the ESSP brought insights into neglected areas of the ESA which led towards a more comprehensive ESSP and data driven development process.

CHAPTER FIVE

FOSTERING INTERNAL ACCOUNTABILITY

5.1 PROMOTING INTERNAL CONTROLS:

The Ministry of Finance has played a leading role in supporting and strengthening financial management systems in the Ministry of General Education after donors ¹⁸suspended nearly US\$13.9 million budget support in response to the findings of the Auditor General's Report and claims of corruption in 2018. ¹⁹The Ministry of Higher Education has since restored public confidence through the publication of zero audit queries. Another progressive milestone towards strengthening accountability systems include the creation of a dedicated portfolio of Permanent Secretary administration that will oversee issues of financial management and accountability.

While the Ministry of Finance is the lead custodian of government funds, the lack of a mechanism to ring fence funds meant for the education sector has weakened the reliance on Ministry of Finance due to its extended mandate that would lead to delayed release of funds or diversion of funds to other government emergencies. This reality has created discomforts to the beneficiaries of the pledges leading to the increase of project based financing transactions between partners and the government that has pledged.

5.2 SOCIAL ACCOUNTABILITY IN EDUCATION SECTOR:

²⁰*Accountability in education is the answerability to one's actions in the educational system. It is the state of being accountable to the stakeholders in education and accountable for the resources used in education. This implies that accountability is a measure of the extent to which all available resources in a productive system are used for greater efficiency and productivity.*

The increase in the number of both staff and structural changes and transactions that border on financial challenges in the Ministries of General Education and Higher Education demand civil society to take an insider and outsider role in carrying out its mandate of being the eyes and ears of the people. Perspectives from various Civil Society Organizations on government's disclosure of the third replenishment pledge made at the Senegal conference revealed that government did not take deliberate effort to announce or communicate the details of the pledge made in Dakar, Senegal in the education sector of the country and only these pledges mentioned can be retrieved from available sources.

18 [Suspension of funding 13.9 USD budget - 2018](#)

19 [Zero Audit queries - MoHE](#)

20 [Accountability and Responsibility in Education Management - NOUN](#)

CONCLUSIONS AND RECOMMENDATIONS

Budgeting is a very controversial issue for many governments. However, for pledges to be fulfilled, priorities have to be established and enforced. As such, the Zambian government have shown that education is not part of their priorities and that if they are to achieve their pledges in the education sector, better and new implementation programs have to be identified and enforced. Below are some of the recommendations:

6.1 Government

a) Ministry of Finance – timely disbursement:

Evidence from the ESSP and various interviews placed late disbursement, incomplete disbursement and zero disbursement by the Ministry of Finance to the Ministries of Education as one of the major challenges affecting the delivery of education in Zambia. This inconsistency has led to repeated speculations of misapplication of funds by the Ministry of General Education and Ministry of Higher Education by members of the public who base the accusations on the Ministry of Finance budget allocation. The trend has lowered public and partner confidence due to lack of public information on delayed and abandoned disbursements.

b) Increased transparency and public accountability:

The sustainable route to increase partner and public confidence in the management of resources in the education sector will be determined by increased transparency and public accountability by both the Ministry of Finance and the two ministries responsible for education. Increased communication of government programmes, provision of relevant data and the publicity of key processes such as the Joint Annual Review would lead to renewed confidence and attract more financing.

c) Debt and education budget:

It is evident that debt servicing is currently suffocating education financing. The GPE calculation of the pledge alongside debt servicing gives an incorrect picture as part of the funds allocated to the education sector include debt servicing instead of education provision. Zambia currently has an outstanding debt of US\$11.97 billion as at the end of June 2020. The allocation of education funds towards debt repayment undermines Zambia's commitment towards the attainment of SDG4

d) Ring fencing the Education Budget:

There is a need for government and partners to reach an agreement where funds allocated to the education sector either by government and partners should be ring fenced in order to support the implementation of ESSP. Continued shifting of education funds to other priorities and sectors undermines government's commitment towards meeting the pledge and achieving SDG4. The

lack of a mechanism to guarantee budget allocation and budget disbursement will affect the low levels of confidence created by the mismanagement of funds.

e) Publicity and access to pledge information:

Civil Society should demand for publication of government pledges before and after the replenishment. Various experts from government, development partners and civil society interviewed expressed little to no knowledge of the pledge that was made by the Zambian government at the GPE Replenishment Conference in Dakar, Senegal in 2018. While all officials were aware of the 20% international budget commitment, no ambition was set to mobilize education financing towards the 20% target. The high rate of staff turnover also created an information gap just as there is a major gap which causes lack of adherence to pledges even in the local government.

6.2 Development Partners

a) Coordinated support:

Observation might suggest that reluctance to forge a collective response will harm the education sector in Zambia. Better partner coordination is in the public interest and will lead to greater results. Development partners should return to a harmonized and coordinated support mechanism that will lead to a win for partners and a win for the government.

b) Working with and through government:

While various partners are hesitant to channel resources through the government system, working and investing resources outside the government system weakens education delivery and undermines partnership and coordination of outcomes. There is a need to return to a new normal that will strengthen government systems and ensure increased accountability. The absence of a government led mechanism has no measures for holding partners accountable and this ultimately disrupts the role of the state whose mandate is to provide education.

c) Support towards debt management:

The Zambian government needs the support and partnership of partners in managing the huge debt that is suffocating the delivery of education and other critical social services. Zambia's debt crisis will continue to undermine the efforts of both government and partners if the two sides do not work together in finding a lasting solution, the recent request and lobby for debt relief by the Zambian government needed the public or diplomatic support of partners to support the negotiations towards a positive outcome, even though these partnerships can help service the debt it is government responsibility to adhere to their pledge made.

6.3 Civil Society – ZANEC

a) Harmonization and coordination of Education CSOs:

The lack of a unified civil society platform or a ZANEC plus structure that includes most of the international NGOs, Faith Based Organizations has partly led to the polarization of the civil society advocacy. ZANEC as the Global Campaign for Education national chapter should use its convening power to host an inclusive civil society forum that will strengthen the influence and voice of civil society.

b) Budget formulation:

The absence of civil society during the initial budget formulation stage undermines the partnership for complimenting government effort. The ceremonial presence at the submission stage has not yielded much. Government should include civil society participation in budget formulation in order to ensure comprehensive and inclusive sector budgeting.

a) Sustained and deepened social accountability:

Civil society engagement of the education sector led by ZANEC should be sustained in order to provide proactive checks and balances that will lead to quality education delivery in the country. While it is the role of government to account to the people of Zambia, it is also the role of civil society to represent the voice of citizens and maintain a two-way exchange of information.

6.4 Cross-cutting

a) Mutual Accountability:

The call for mutual accountability should take an inclusive application of government accounting to partners and partners accounting to government. The one-way stream where government seems to be the only institution that accounts to all undermines the principle of mutual accountability. During the suspension of the education budget support, various partners have been implementing activities with or without government, partner disclosure of programmes and funds should become an essential practice across the sector.

b) Social sector joint budgeting:

The pool allocation of funds across the social sector Ministries contradicts government's commitment as captured in the SNDP. The process further departs from the country's commitment of increasing the education budget towards the 20% target and this in turn reverses the efforts made towards achieving SDG4. The social sector ministries are challenged to share the budget through a consultative process that presents justification on the allocations. The Ministry of Finance adopts the outcome of the process for budget implementation.



