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Review and Analysis of Zambia's Education Sector

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Volume 1

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Acronyms

ADB	Africa Development Bank
AIEMS	Action to Improve English, Mathematics, and Science
BESSIP	Basic Education Sub-Sector Investment Programme
CDC	Curriculum Development Center
CHANGES	Community Supporting Health, HIV/AIDS, Nutrition, Gender and Equity Education in Schools
CIDA	Canadian International Development Agency
CLUSA	Co-operative League of the USA
CSO	Central Statistics Office
CSP	Country Strategic Plan
CSMC	Community Sensitization and Mobilization Campaign
DAI	Development Alternatives International
DANIDA	Danish International Development Agency
DEB	District Education Board
DEO	District Education Officer
DFID	Department for International Development (British Aid)
DHS	Demographic Health Survey
DIP	District In-Service Provider
ECCED	Early Childhood Care, Education and Development
ECZ	Examinations Council of Zambia
EMIS	Education Management Information System
EO	Education Officer
EBS	Education Broadcasting Service
EFA	Education For All
ESIP	Education Sector Investment Programme
EU	European Union
FAWEZA	Forum for Women Educationists of Zambia
FINIDA	Finnish International Development Agency
FPE	Free Primary Education
GDA	Global Development Alliance
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GRZ	Government of the Republic of Zambia
GTZ	German Aid
HIPC	Heavily Indebted Poor Country
HIV	Human Acquired Immuno-Deficiency Syndrome
ICT	Information and Communication Technology
IEC	Information, Education, and Communication
INSET	In-service Education for Teachers
IR	Intermediate Result
IRI	Interactive Radio Instruction
IT	Information Technology
JICA	Japanese International Cooperation Agency
MOE	Ministry of Education
MOH	Ministry of Health
MOFNP	Ministry of Finance and National Planning
MCDSS	Ministry of Community Development and Social Services
MOLH	Ministry of Labour and Housing

MSA	Multi-Sectoral Approaches
NET	Net Enrollment Rate
NGO	Non-Government Organization
NORAD	Norwegian Agency for Development
NPA	Non-Project Assistance
PAGE	Programme for the Advancement of Girls' Education
PEO	Provincial Education Officer
PMP	Performance Monitoring Plan
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teachers Association
SCOPE OVC	Strengthening Community Partnerships for the Empowerment of Orphans and other Vulnerable Children
SHN	School Health and Nutrition
SO	Strategic Objective
SOAG	Strategic Objective Agreement
SRT	Sector Review Team
SWAp	Sector Wide Approach
TRC	Teacher Resource Centers
TTC	Teacher Training College
UK	United Kingdom
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASHE	Water, Sanitation, and Hygiene Education
WB	World Bank
WFP	World Food Programme
ZATEP	Zambia Teacher Education Reform Programme
ZATEC	Zambia Teacher Education Course
ZCSS	Zambia Community Schools Secretariat
ZIP	Zonal In-Service Provider

Executive Summary

The purpose of this Sector Review was to recommend strategic options to consider during the design of support to education in the USAID/Zambia next Country Strategy. The Review was to include recommendations of alternative results framework and potential activities to be supported by USAID/Zambia.

AREAS OF EMPHASIS IN THE COUNTRY STRATEGIC PLAN (CSP)

After extensive consultations with relevant stakeholders, review of key documents and field visits to project sites the Review recommends that the next USAID/Zambia Country Strategic Plan (CSP) 2004-2008 should assure its appropriate participation in the Basic Education Sub-Sector by emphasizing the following: recognizing the community as the focal point of education development in Zambia; highlighting the serious debilitating impact the HIV/AIDS pandemic is exercising on the basic education Sub-sector; stressing the crucial role of capacity building at all levels to quality in Basic Education Sub-sector; acknowledging the necessity of collaboration and coordination among stakeholders in assuring effective utilization of scarce development resources; giving close cooperation with GRZ/MOE/BESSIP to guarantee appropriate impact of the USAID's programmes on the Basic Education Sub-Sector; strengthening the decentralization process of the GRZ/MOE as a basis for sound education development in Zambia and giving attention to the centrality of the multi-sectoral approach to the development of the Basic Education Sub-sector.

NEW DIRECTIONS

The Sector Review has identified the following new directions for future support by USAID/Zambia.

- A. *Community School Sub-System* – Stakeholder consensus indicates that the community school sub-system is a major challenge facing the MOE/BESSIP. It requires the assistance of stakeholders to address it. USAID/Zambia should assist the MOE in strengthening the Community School Sub-System in Zambia.
- B. *Teacher Education* – The institutionalization of MOE policies to integrate untrained teachers in to the Sub-Sector system, and subsequently to promote their professional development, and the growing number of such personnel (8 percent of the national teacher corps) have created a major area of concern necessitating urgent attention. USAID/Zambia should assist the MOE/Teacher Education Department in the training of unqualified teachers in the basic education system.
- C. *Decentralization*–The MOE/BESSIP has implemented the decentralization policy of empowering the District Education Boards (DEBs) with the responsibility for the management of basic education programmes and activities at the District level. The effective execution of this policy is at risk because of the general lack of familiarity of DEB members with MOE policy, school supervision, and community sensitization. USAID/Zambia should assist the MOE in the Decentralization of Education delivery in Zambia by training the members of the District Education Boards in education management.
- D. *Service Role of NGOs and CBOs* – The civil society as represented by Non Governmental Organizations (NGOs) and Community Based Organizations (CBOs) are playing a key role in basic education. The service role of the NGOs and CBOs in Basic Education is often thwarted by the following: a) lack of collaboration b) broad diversity of objectives, policies, and activities c) scarce availability of funding d) access to resources. USAID/Zambia should

assist the NGOs and CBOs in strengthening their service role in basic education.

- E. *Assessment of Student Performance* – The introduction by the MOE/Examination Council of Zambia (ECZ) of the policy on competency-based assessment/testing demands the development of technical capacity (staff and equipment) and improvement of the administration of the assessment process at the school level and other learning centers (e.g., IRI, community schools, etc.). USAID/Zambia should assist the MOE/ECZ in strengthening its assessment/testing/administration process of student performance.

CURRENT PROJECT ACTIVITIES

The Review recommends a continuation of the current USAID/Zambia project activities.

1. Introduction

The ultimate purpose of this education sector review and analysis is to recommend strategic options to consider during the design of USAID/Zambia's support for Education in its next Country Strategic Plan. The study is also expected to include the recommendation of alternative results frameworks and potential activities to be supported from Fiscal Year 2004 and beyond.

The review and analysis will involve the following methodology and activities:

- 1) conduct of a desk review of current, relevant documentation; solicitation of the views of key stakeholders and beneficiaries that will result in an examination and description of the educational successes, challenges, and problems in Zambia's Basic Education Sub-System and USAID/Zambia's current experience in the country's Education Sector; identification of lessons to consider during the design of the Mission's support for education for the period of the next Country Strategic Plan – 2004-2008;
- 2) development of an Education Non-Project Assistance (NPA) Feasibility Study to examine the appropriateness of including NPA as a funding mechanism for providing support the MOE/BESSIP in the future;
- 3) examination of USAID's cross-cutting themes as they apply to education in the country and USAID's support, including gender, institutional and organizational development, civil society development, crisis management, information technology, and HIV/AIDS;
- 4) identification of potential activities that might benefit from strategic public/private sector multi-sectoral alliances, making them more effective and efficient;
- 5) preparation of a briefing document, based on findings from above, that makes preliminary recommendations for the Mission's next CSP for education support, which are within USAID's manageable interests, and which suggest the role that both NPA and Project Assistance (PA) could play in the new strategy;
- 6) conduct of a stakeholder review and consultation regarding the briefing document's findings and recommendations; development of findings drawn from the consultation;
- 7) preparation of a final report of findings and strategy recommendations, including results framework alternatives to be considered for the next Mission CSP.

The report is divided into eight chapters each contributing to producing an over-all presentation of the work of the members of the Sector Review and Analysis Team (SRT). Chapter II contains a general description of the MOE Basic Education Sub-Sector Investment Programme (BESSIP) – context, structure, components, programme phases, some preliminary results, and programme management. As the basic framework for the development of the Basic Education Sub-Sector, it was important to establish its primordial role in addressing all subsequent issues relevant to that component of the national education system. In Chapter III, the involvement of the various stakeholders (donors, NGOs CBOs, communities, etc.) and their development efforts on behalf of Basic Education is described. The role of the multilateral and bilateral agencies is evidently highlighted since their assistance comprises a large portion of non-GRZ aid to education. Nevertheless, the important role of the non-governmental and civil society groups also needed appropriate recognition.

The significant part that USAID/Zambia is playing on the Zambian education scene and the structures

by which it carries out its role is described in Chapter IV. This presentation is capital since such structures will continue to be the organizational framework within which USAID will function in its future development activities in the sector. Chapter V describes in some detail the broad programme of projects currently being carried out in select Provinces on a pilot basis. The manner by which these activities are woven into the BESSIP Components is presented in some detail. Since such broad involvement is expected to continue, it was important to discuss its breadth and scope. As mandated, the Team had to address the matter of potential new directions for USAID/Zambia in education. Chapter VI sets out these proposed new avenues of development effort. Having discussed its findings in some detail in various parts of the report, in a relatively brief manner, Chapter VII summarizes the team's findings in the context of several important broad categories. Lastly, in Chapter VIII the team states its recommendations in brief and specific terms. These recommendations have all been informed by the MOE's new Strategic Plan 2003-2007 and the many findings presented in the report as a whole. Within this range of chapters, the Team believes that it presents succinctly its efforts in undertaking a review and analysis of Basic Education in Zambia.

The Sector Review Team was also responsible for the development of an Education Non-Project Assistance Feasibility Study. Consequently, this Final Report is presented in two separate volumes:

Volume I – *“Review and Analysis of Zambia's Education Sector to Inform
USAID/Zambia's next Country Strategic Plan (CSP)”*

Volume II – *“Education Non-Project Assistance Feasibility Study”*

2. The Basic Education Sub Sector Investment Programme (BESSIP)

2.1 Background: Education For All

The policy of the Government of Zambia is in line with overall goals of the international community in education. The Ministry is committed to Education For all (EFA) undertaken by Zambia and the world community at Jomtien in 1990 and reaffirmed at Dakar in 2000. Education must be viewed as a whole and in the light of Zambia's commitment to EFA goals¹

Like many countries in the sub-saharan region, Zambia entered the 1990's with a major crisis in its basic education. The indicators were: per pupil expenditure at primary school was \$17 compared to \$36 in 1985; 95 percent of the public expenditure on primary education was for personal emoluments and no public funding went to textbooks and other education materials; rundown infrastructure, lack of desks, chairs and tables were the characteristics of many schools; teachers had reached the lowest motivation levels because of poor conditions of service; many children learnt while seated on the floor; most disadvantaged children especially the disabled, girls and those living in remote rural areas had difficulties gaining access to school and if they did, they experienced high dropout rate.²

The state of basic education at the beginning of the last decade was characterized by:

- (a) diminishing education opportunities especially among disadvantaged children;
- (b) dilapidation in education infrastructure;
- (c) low quality of education;
- (d) loss of confidence in the value of education among parents and communities;
- (e) overcrowded classrooms in the urban schools and
- (f) low supply of education opportunities in the rural areas

Given such a grim condition of basic education in the country, the 1990 World Conference on Education for All (EFA) declaration provided hope for the revitalization of the basic education sector in the country. The following EFA goals and targets set at the World Education Conference in the Jomtien, Thailand provided hope for the development of basic education in Zambia :

- (a) Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged and disabled children;
- (b) Universal access to, and completion of, primary (or whatever higher level of education is considered as basic) by the year 2000;
- (c) Improvement of learning achievement such that an agreed percentage of a cohort (e.g. 80 per cent of 14 year olds) attains or surpasses a defined level of necessary learning achievement;
- (d) Reduction of the adult illiteracy rate to say one half its 1990 level by the year 2000, with emphasis on female literacy, to significantly reduce the current disparity between male and female illiteracy rates;
- (e) Expansion of provision of basic education and training in other essential skills required by youth and adults, with Programme effectiveness assessed in terms of behavioral change and impact on health, employment and productivity;
- (f) Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioral change.

¹ Ministry of Education (MOE) 2002 Strategic Plan 2003-2007 Education in Zambia 2002 Situation Analysis (MOE, Lusaka 2002) p. 7.

² This condition of the basic education system has been discussed in various reports including the Ministry of Education policy documents like the 1996 *Educating Our Future* and the 1992 *Focus on Learning*.

Zambia participated in the World Conference on Education For All. The major concern after the conference was to understand what the Jomtien vision meant for the country and to take steps to translate it into workable goals and strategies. More importantly, it was necessary to articulate the fundamental educational values from the vision and explain them to the political leaders whose commitment and support were extremely necessary for the success of the EFA vision. A national multi-sectoral EFA Task Force was established in order to spearhead the goals of Jomtien.

In Zambia, the Jomtien Conference was understood as rooted in fundamental values about the basic human rights of every individual. These values included:

- (a) justice, equity and fairness to all individuals;
- (b) obligation of the society to the educational needs of all its people;
- (c) the right of all people everywhere to basic education as a fundamental human right;
- (d) fair and equitable treatment of all learners – infants, children, youth and adults;
- (e) establishment of better learning environments;
- (f) promotion of learning achievement as a significant measure of real education opportunities and
- (g) education as a basis for better living of individuals and communities.

These were the deeply-held values and principles embracing the global consensus on the vision of improving opportunities for basic education and raising the level of educational performance of learners.

It was further understood that included in the broad vision of Jomtien were such considerations as:

- (a) the importance of political will and commitment to the goal of education for all;
- (b) attending to cost-effectiveness and improved efficiency in the educational system;
- (c) promoting local empowerment and community action in educational provision;
- (d) partnership in the development of education with all stakeholders;
- (e) attention to girls' education and the education of disadvantaged groups;
- (f) paying special attention to the training of teachers and improving their terms and conditions of service;
- (g) making provision for child care and development, and
- (h) allowing for private and voluntary funding sources for education.

Put simply, the Jomtien vision was understood to be better learning opportunities and outcomes in basic education programmes for all individuals in the country. In 1990, Zambia through the EFA Task Force set the following goals and targets for itself, which were to be realized by the year 2000:

- (a) increasing gross enrollment ratio of children in pre-schools from 2 percent in 1990 to 25 percent by the year 2000 with emphasis on the urban poor, children in rural areas and disabled children;
- (b) raising the proportion of trained pre-school care givers from 25 percent to 60 percent by 2000;
- (c) creating 1.2 million additional primary school places by the year 2000 in order to enable all primary school age children estimated at 2.4 million by 2000 to be in school;
- (d) raising the output from colleges of trained teachers to 4000 annually or an annual addition of 2,700 teachers over the 1990 level;
- (e) marginalized groups such as girls, street children, the disabled, the urban poor and children in remote rural areas to be enrolled, retained and helped to complete the equivalent of a 7-year primary cycle;
- (f) reduction of adult illiteracy from 25 percent as reported in the 1990 Census to 12 percent by the year 2000;

- (g) reduction of female illiteracy from 33 percent in 1990 to 12 percent by the year 2000;
- (h) all illiterate 11-15 year old out-of-school children to be enrolled in learning opportunities programmes;
- (i) marginalized groups such as disabled rural women and girls to have improved access to functional literacy;
- (j) at least 80 percent of 14 year-olds beginning school at age 7, to achieve or surpass the competencies defined for grade 7 by the year 2000.

Three major principles captured the underlining spirit of Jomtien's EFA objectives in Zambia. The first was access, which emphasized commitment to universal provision of opportunities for a defined minimum level of education. Although this principle was centrally concerned with opportunities for the school-aged population, it also embraced provision for the adult population, which in the earlier years, did not have access to such opportunities.

The second principle was equity, which emphasized the need to ensure that the distribution and utilization of opportunities in education would be fairly targeted in order to reach the disadvantaged groups in society. This called for specific measures and explicit strategies in favor of groups that had not been able to fully participate in the education process.

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

2.2 Progress towards Education For All

There are some achievements which the country made in the area of Education For All. These achievements focused principally on policy changes with special attention to the education of girls and other marginalized children, broadening participation in education provision, professional improvement of the teachers and partnership between the Ministry of Education and the Co-operating Partners.

2.2.1 Education Policy Developments

Major education policy developments have taken place since 1991. Immediately after the change of government, a new education policy entitled *Focus on Learning* was approved by the Cabinet in 1992. *Focus on Learning* was initiated by the Education For ALL Task Force which spearheaded development towards EFA. Its policy goal was improving access, equity, efficiency and quality of education through: rehabilitation of school infrastructure, construction of new schools, training of education managers, and procurement and supply of education materials to schools.

A major outcome of *Focus on Learning* was the Zambia Education Rehabilitation Project (ZERP), which started in 1993 and ended in 1998. ZERP was established to assist the Ministry of Education to:

- rehabilitate old schools,
- revitalize the quality of education,
- increase access and equity and
- improve the management of human, financial and material resources in primary schools.

Under ZERP, twenty primary schools were constructed in the urban areas of Lusaka, Kitwe and Ndola, more than 4,000 education managers were trained in education management, the Examinations Council of Zambia was supplied with computers and training of personnel in their use to facilitate processing of examinations, gender issues were incorporated in the school curriculum and significant efforts were made in procuring and distribution of education materials to schools.

Another education policy development was the publication of the national education policy entitled *Educating Our Future* in May 1996. *Educating Our Future* created a path for educational development, which is in line with the country's political, economic and social direction. The benchmarks of the new education policy are decentralization, partnership, equity, efficiency, quality, democratization and effectiveness.

Educating Our Future has set new frameworks for developing the national educational system. Significant attention has been given to basic education in *Educating Our Future*. Basic education has been defined to mean the first nine years of school. Every child is expected to have access to nine years basic education by the year 2015. In the interim, 2005 was set as the year for achieving universal primary education. Quantitative expansion in the basic education system is to be accompanied by increases in the number of teachers from the teacher training colleges.

A major outcome of *Educating Our Future* has been the Sector Wide Approach (SWAP) policy in the development of basic education. SWAP has been established through *the Basic Education Sub Sector Investment Programme* (BESSIP).

An additional policy development was the announcement in February 2002 by the President of the Republic that *Primary Education (Grades 1-7) Shall be Free*. The policy of Free Primary Education (FPE) entails that all user fees levied on school children have been abolished and school uniforms are no longer compulsory. The policy dictates that no child shall be denied access to basic education on account of cost. The policy of free basic education has the following implications: 1) school enrolment is likely to increase significantly following the removal of direct costs of education, which have been major burden to poor families; 2) substantial additional funds will be needed to cover the cost of education materials and textbooks in schools; 3) there will be need for recruitment of both trained and untrained teachers to meet the increase in student enrolments and 4) additional schools and classroom will have to be constructed to create more school places. The policy of Free Primary Education is however in line with the Dakar Education for All declaration that primary education should be compulsory and free.

2.2.2 The Basic Education Sub Sector Investment Programme (BESSIP)

2.2.2.1 Objectives

The Basic Education Sub-sector Investment Programme (BESSIP) is an integrated and comprehensive programme of educational reform of the Government of the Republic of Zambia. Its principal purpose is to provide relevant basic education of good quality to all children. The programme is guided by the National Policy on education *Educating Our Future*, which states that the country should achieve Universal Primary Education (UPE) by 2005. In response to the National Policy requirement, the Ministry of Education (MOE) is working with support from multilateral and bilateral co-operating partners and other stakeholders to realize the goals of BESSIP.

As a Sector Investment Programme BESSIP focuses investment upon mutually-agreed upon and prioritized activities. It is integrated into the line activities of the Ministry through the nine Components under the Management Implementation Team (MIT). In addition, five MIT sub-committees covering the major cross cutting activities of Equity/Gender, Human Resource Development (HRD), Decentralization, Research/Monitoring and Evaluation and Advocacy/Sensitization have been established to develop and monitor activities in these areas which involve 9 Components. BESSIP aims at phasing out the semi-autonomous projects approach as current ones reach their expiration date.

In the context of the above, the objectives of BESSIP are as follows:

- (a) To expand access at Grade 1 –7 level and reverse the decline in enrolments in order to

increase enrolment of eligible children by the year 2005. For the BESSIP period (1999 – 2002) the target number of places is 275,000.

- (b) To continue to improve access to and quality of Upper Basic (Grades 8–9) to achieve 100 percent enrolment by 2015.
- (c) To provide a wide range of learning opportunities in order to broaden access to education.
- (d) To enhance the quality and relevance of basic education by improving pre-service and in-service teacher education and reviewing the curriculum to empower children with literacy, numeracy, life skills and attributes that will enable them to participate fully in personal, community and national development as well as effectively manage the challenges of life.
- (e) To improve the supply of education materials, and in particular to attain a pupil/textbook ratio of 2:1 by the year 2005.
- (f) To provide training opportunities for effective teaching and management of the new enrolment targets.
- (g) To provide sufficient infrastructure and school furniture to accommodate enrollment targets.
- (h) To eliminate imbalances by achieving parity in gender and urban/ rural enrolments and by ensuring enrollment of the poor and children with special needs.
- (i) To improve the nutrition and health status of basic education pupils,
- (j) To provide an enabling institutional framework for efficient and effective management of education at all levels.
- (k) To create accountable and transparent systems for financial management and procurement.
- (l) To create comprehensive and responsive management information systems for informed decision- making.

2.2.2.2 Structure and Organization

BESSIP operates under a number of structures. The policy, co-ordination, management and monitoring functions are undertaken through the Joint Steering Committee (JSC), Programme Co-ordinating Committee (PCC), Management Implementation Team (MIT) and several Sub-committees. The day-to-day implementation of BESSIP plans and activities is done through the Components. There are nine BESSIP Components altogether, namely, Overall Management; Infrastructure; Teacher Development, Deployment and Compensation; Education Materials; Equity and Gender; School Health and Nutrition; Basic School Curriculum; Capacity Building and Decentralization; and HIV/AIDS Education.

The Joint Steering Committee (JSC) is chaired by the Minister of Education and its membership includes senior managers and donor representatives. The JSC approves the Annual Work Plans, and provides policy guidance to the programme. The Programme Coordinating Committee (PCC) is composed of staff from the Ministry of Education and members from the donor community. The PCC is chaired by the Permanent Secretary. Its responsibility is overall management of the programme and provides technical support to the JSC. The Management Implementation Team (MIT) comprises of the BESSIP component managers, key senior managers and technical advisors. The MIT is responsible for the day-to-day management of the programme, including implementation of the activities, development of annual work plans and the management and implementation of activities. It ensures the effective and efficient management and monitoring and implementation of BESSIP. The Sub-committees provide guidance in the implementation of vital cross-cutting issues. Several local and external technical assistants provide support to the management of BESSIP.

2.2.2.3 Cross-cutting Activities

There are a number of activities which cut across the BESSIP Components. These activities have

significant impact on BESSIP objectives and targets: Human Resource Development/Capacity Building; Advocacy and Sensitization; Equity/Gender; Research, Monitoring and Evaluation; and Decentralization.

Some of these activities such as Capacity Building, and Research, Monitoring and Evaluation are pre-requisites for success and operationalize both the implementation and monitoring of the reform programme and BESSIP itself. Others such as Equity/Gender, Sensitization/Advocacy and Decentralization provides a continuous thread throughout the BESSIP framework without which the achievement of physical targets would be a meaningless exercise in socio-economic terms. Synergy is required of the structures for managing BESSIP.

2.2.2.4 Strategies

The following strategies have been identified as the most relevant in meeting the objectives of BESSIP:

- (a) Rehabilitation and maintenance of existing infrastructure and construction of new low-cost appropriately located and sized classrooms, particularly in rural and urban areas and low cost housing for teachers in rural areas.
- (b) Development of distance education programmes and other complementary learning opportunities such as community schooling and radio programming to capture children outside the school system.
- (c) Development of an accelerated pre-service teacher education programme to meet expanding teacher requirements.
- (d) Upgrading teachers' pedagogical skills and professional qualifications through strengthening in-service programmes at Teacher Resource Centers and Teacher Training Colleges.
- (e) Providing children an opportunity to acquire initial literacy in a local language.
- (f) Developing teaching and learning methodologies that promote learning achievement.
- (g) Developing a competence-based learning assessment and monitoring mechanism for basic education.
- (h) Developing and procuring learning materials, textbooks and desks for basic education.

2.2.2.5 Achievements

Evidence of the success of BESSIP is observable in a number of areas that include the following:

Broadened participation in education provision: The legacy of educational provision adopted after independence and which was followed up to the 1980s was government control. However, the policy of liberalization, which was strictly followed after 1991 and facilitated further through BESSIP opened avenues for other agencies to participate in educational provision. There has been broadened participation in educational provision. Those providing basic education include the government, communities, individuals, religious organizations and Non-Governmental Organizations (NGOs).

Teacher development: Major efforts have been made in initiatives directed at the professional development of teachers in the country. Among the more noticeable developments was the establishment of the Teacher Education Department (TED) whose mandate is to spearhead the development of teachers. Some of the activities carried out by TED since its formation are accelerating the professional development of teachers nation-wide through in-service and pre-service training programmes and redeployment of teachers, elimination of ghost teachers and decentralization of the teachers' payroll.

The specific programmes established for teachers have included the Zambia Teacher Education Course (ZATEC), In- Service Education For Teachers (INSET) through School-based and Resource Centre-based Training System (SPRINT), establishment of the teacher's diploma through Distance Learning; development of teacher deployment norms and compensation criteria; introduction of

competence-based testing at Grade 4 level, sensitization of teachers to HIV/AIDS, formalization of the Zambia Reading Programme directed at initial literacy in the mother tongue and the professional enhancement of college lecturers through advanced training at degree level like the B. Ed. Programmes at Mongu Teacher Training College and the University of Zambia.

Curriculum reform: Significant efforts have been made to reform the school curriculum. The Curriculum Development Center has come up with a Curriculum Framework aimed at establishing a core curriculum combined with a localized component. The localized component is directed at adapting what is taught in school to the local environment, thereby making education more relevant, flexible and adapted to the lives of the learners. Life skills and HIV/AIDS issues have been integrated in the school curriculum from Grade 1. The local Zambian languages have been re-introduced as medium of instruction from Grades 1 to 4 in order to facilitate acquisition of initial literacy. The school curriculum places high priority on the development of literacy, numeracy and life skills. The curriculum could in fact be defined as outcome-based because its underlining objective is “to improve teaching and learning outcomes through a school curriculum with flexible methodologies and increase emphasis on core skills.” Teachers are expected to carryout school-based continuous assessment.

Enhanced donor involvement: Experiences in basic education show that Donor agencies have continued to play a major role in funding basic education. The resources needed for capital expenditure such as infrastructure construction and rehabilitation of buildings have mainly come from donor agencies. In the past this funding has been in form of education projects. However, with the establishment of BESSIP, some of the money from donors is channeled directly to a pool of funds. The bulk of the funding for BESSIP is largely through Donor support.

Education of girls and other marginalized children: Concerted efforts to address the education opportunities of girls and other marginalized children have been undertaken BESSIP. The Programme for the Advancement of Girls Education (PAGE) within the Ministry of Education and the Forum for Women Educationists Zambia Chapter (FAWEZA) have received support under BESSIP to carry out sensitization campaigns for girls' education. The community sensitization campaigns on the education of girls have yielded positive results. If current statistics are anything to go by, the gender gap in enrollments at basic education level has narrowed down..

Decentralization of the educational system: Significant efforts have been made to decentralize the educational system. District Education Boards (DEBs) have been established in 44 out of 72 districts. Although there are problems of capacity among the DEB members, indications are that some of the DEBs are functioning.

2.3 Gaps/Issues to Progress in Basic Education

Critical analysis indicates that there are gaps and important issues underlying progress in BESSIP. Indications from available data are that participation in basic education opportunities is declining or very low in some cases.

2.3.1 Early Childhood and Care

According to the MOE EFA assessment report, there has only been a small increase in the proportion of children entering Grade 1 with pre-school experience. Only 8.4 percent of the Grade 1 children have pre-school experience, an increase from the 2 percent at the beginning of the 1990s. Pre-school experience is much higher among children in urban areas, namely 23.6 percent of the Grade 1 entrants than among children in rural areas where only 2.7 percent of them have such experience.

2.3.2 Access to Basic Education

Trends in school enrollments and attendance at primary education level show stagnation. At Grade 1 level, both the Gross and Net Admission rates have declined since mid 1990s. The Gross Admission

Rate declined from 106 percent in 1996 to 75 percent in 1999. On the other hand, the Net Admission Rate declined from 44 percent in 1996 to 33 percent in 1999. The decline in Admission Rates, indicates that children who qualify to enter school are not doing so. In other words, parents are not eager to enroll their children in school. The MOE situation analysis indicates that only 152,132 children aged 7 were enrolled in Grade 1 out of 342,355 children aged 7 in 2001. In other words 55.6 percent of the children were not enrolled in the schools.

In terms of coverage and participation between Grades 1 and 7, the Gross and Net Enrollment Ratios have been on the downward trend since 1996. The MOE data show that Gross Enrollment Ratio declined from 85.0 percent in 1996 to 76 percent in 2001. The Net Enrollment Ratio declined from 70.4 percent in 1996 to 65.1 percent in 2001. This condition of downward trend in enrollments has led to 620,000 primary school aged children not enrolled in school in 2001. In rural areas the proportion of children enrolled in school in 2001 was 61 percent. The decline in enrollment ratio shows that many children of the eligible primary school age are not enrolling in basic education.

The problem of access to basic education is compounded by wastage in the system through school dropouts. The dropout rate ranges from 4 percent in Grade 1 to 8.7 percent in Grade 7. Another problem affecting basic education is the high attrition rates of teachers through resignations, retirement and death increasingly related to HIV/AIDS. It is estimated that death through HIV/AIDS contributes to a loss of between 1,300 to 1,700 teachers annually.

The growing numbers of children not entering formal schools means that other alternative modes of educational delivery have to be established for them. Currently, Community Schools and Interactive Radio Instruction Programmes (IRI) are the available learning opportunities for out-of-school children. The number of community schools has risen from 38 in 1996 to 1,149 in 2001. The enrollment level in these schools stood at 140,000 in 2001. Enrollment in IRI Centers reached 7,782 children in 2001. The enrollment growth rates in community schools and IRI centers show that these alternative modes of basic education delivery have a significant role to play in assuring disadvantaged children their right to basic education and this means that these avenues of learning opportunity need support.

2.3.3 Learning Achievement

Available research evidence indicates that the learning achievement of the Zambian primary school children is very low. The National Assessment of Learning Achievement conducted in 1999 observed that “levels of learning achievement are low right across the country, in all Grades and in all curriculum areas. Very little learning of the type expected by society is occurring in Zambia’s schools.” The report concluded that only one pupil in four reach what teachers would consider minimum achievement level and only one in twenty-five what they would consider as the desirable achievement level in English, Mathematics and local Languages.

There are several reasons, which have been attributed to negative development in basic education. Children are not enrolling and attending school because parents cannot afford the cost of education, reflected in PTA levies, school uniforms, education materials, and examination fees. Lack of school enrollment and attendance is attributed to the increasing household poverty. The report on poverty released in 1998 indicated that 6 million Zambians were living in extreme poverty. They had insufficient access to food, education, health care, adequate shelter, adequate income, clean surroundings, sanitation, safe drinking water and power. Unemployment, retrenchments, liquidation of parastatal companies, withdrawal of state subsidies to agriculture are some of the factors that have exacerbated the high levels of poverty in the country.

What further contributes to low participation rates in education among children from poor households is the perceived poor quality of education in the schools, resulting from dilapidated buildings, lack of

teachers especially in rural areas, lack of education materials and poor performance on the terminal Grade 7 examination. Many parents have lost confidence in the value of primary education because it neither leads to permanent literacy, further education or a job. Long distances to school in rural areas, rising numbers of illiterate parents, local traditions and ceremonies do contribute to low school attendance.

Another contributing factor to the low participation rates in primary schools is the rise in the number of orphans. There are more than 700,000 orphans in the country. In 1998 the number of orphans in the primary school aged population was estimated to be 451,100. Out of these, 20 percent had lost both parents. Many children will either never enter the classroom or they drop out of school because of the loss of parents.

2.4 The MOE New Strategic Plan 2003-2007

The Ministry of Education has formulated a Five-Year Education Sector Strategic Plan. The Strategic Plan runs from 2003 - 2007 and it draws on three key policy documents namely: *Educating Our Future 1996*; the *Poverty Reduction Strategy Paper (2001/2002)* and the *Report on the Restructuring and Decentralization of the Ministry of Education (2000)*. The Strategic Plan takes a holistic approach to education and it recognizes the interlinkages and interdependencies between the various stages of the educational system. The Strategic Plan has established the following five overall goals for the education sector:

1. Equitable access to education at all levels through formal and alternative modes of delivery in partnership with key stakeholders.
2. Quality and relevant education, which enhances knowledge, skills, attitudes, values and lifelong learning.
3. A sufficient, skilled and motivated human resource for the education system.
4. A properly financed, professionally managed, flexible and cost-effective decentralized education delivery system.
5. An education system that counters the HIV/AIDS pandemic and manages its impact on education delivery, poverty and gender inequities.

The Strategic Plan has identified access and quality to be the major challenges in Zambian education. It states that the challenges will be overcome through active participation of other stakeholders namely pupils, parents, teachers, community leaders, civil society representatives, other line ministries and international development partners. BESSIP will continue to be a priority sector of the MOE under the Strategic Plan. A major focus of the Plan, will be on the extension of basic education from seven to nine years. Some of the issues in basic education as outlined in the Strategic Plan of the MOE which will have a direct bearing on the USAID CSP are: the education needs of out-of-school children and strengthening the role of non government basic education providers; the shortage of qualified teachers especially in rural areas; the need for alternative basic education delivery modes; the rising numbers of disadvantaged children especially orphans; the continued negative impact of poverty, local traditions and culture on girls' education in particular, the low capacity of District Education Boards; the need to monitor learning achievement through continuous assessment and competence testing; and supporting actions that can mitigate and reduce the impact of HIV/AIDS in Basic Schools.

3. Stakeholder Involvement in BESSIP

3.1 Policy Background

From the middle of the 1980s, Zambia experienced major shifts in its education policy. The dominant policy regime of free education adopted at independence went through significant revisions in the 1980s. The financial crisis witnessed in the eighties in the country resulted in education policy adjustments that required parents and other beneficiaries to take a share in the cost of education. From the mid-eighties, cost-sharing measures like Parent Teachers Association (PTA) levies, user-charges, boarding fees, tuition fees, income generation measures in institutions of learning were adopted to supplement government resources for education.

The introduction of liberalization in the 1990s, added partnership to the government's perceived policy of financing and delivering of education. Partnership involves establishment and ownership of educational institutions or extending support to existing ones by other agencies like communities, NGOs, churches, private industry, individuals, etc. The goal of partnership is not to make government the sole provider of education. At the same time, education is envisaged to be developed along the line of decentralization.

The shifts in education policy are embodied in the Ministry of Education document entitled *Educating Our Future*. According *Education Our Future* the key policy principles that the Ministry of Education has adopted which allows and encourages broad based partnership in educational development are *Liberalization, Decentralization and Cost-Sharing*.

Liberalization of educational provision aims at fundamental changes in power relations over education. Under a liberalized educational system, private organizations, individuals, religious bodies, and local communities can establish and control their own schools and other educational institutions. Liberalization of educational provision allows those with resources to establish educational institutions, which they run along the lines of their own choice following stipulated rules and laws. Liberalization does not only allow parents freedom of sending their children to educational institutions of their own choice be they public, private, religious or communal but it is expected to contribute to expansion of educational provision.

Decentralization on the other hand involves the devolution of power from the center to the local levels in districts and schools. Decentralization is a way in which the Ministry of Education hopes to strengthen the control and management of education at the local level. Decentralization aims at achieving a broad-based participation in education management with great emphasis placed on the creativity, innovation and imagination of the local level education managers. Through decentralization the Ministry of Education hopes to reduce the current bureaucratic red tape that stifles efficiency in the educational system. The District Education Boards that the Ministry of Education is establishing are aimed at assisting in cutting down the red tape by giving to them responsibilities currently carried out at the headquarters.

Cost-sharing is aimed at tapping available resources in households for the education sector. They include fees levied by the Parent Teachers' Associations for various projects in schools, examination fees, user charges and contributions by parents towards the cost of education materials. Cost-sharing in the financing of education aims at passing part of the burden of meeting the cost of education from the government to the parents or individual students. At the secondary and tertiary levels cost-sharing

measures include boarding fees, student loans and reductions in subsidies to students.

The Ministry of Education views cost-sharing as part of investment in human capital. Such investment starts in people's own homes through the various choices parents make about the development of their children. Cost-sharing in education allows for private resources to contribute to investment in human capital.

The policy guidelines, which are articulated in *Educating Our Future*, have created conditions for various stakeholder participation in education. The Ministry of Education wants the educational system to be developed on the basis of PARTNERSHIP. The kind of partnership being encouraged by the Ministry of Education is one that involves government and non-governmental organizations, the private sector, local communities, cooperating partners, religious groups, individuals and families. The Ministry of Education is trying to create conditions that allow the financial and other resources under the control of private, and voluntary agencies, communities and religious institutions, and other government Ministries to be channeled into the education sector without inhibition. The stakeholders in basic education can be classified into the following groups:

- Donor agencies
- Non-Governmental Organizations including Religious Organizations, Trade Unions and the Private Sector
- Communities including CBOs, PTAs and DEBs
- Line Ministries

The Ministry of Education acknowledges in its new Strategic Plan 2003-2007 that the concern for achieving international targets in basic education has influenced the direction of multilateral and bilateral agency funding and that the development and priorities of the MOE has in turn been influenced. The strength of the donor agencies in basic education has been stated in the following words in the MOE Strategic Plan:

They provide significant support to BESSIP and therefore have strong interest in achieving increased enrolment and completion in primary education. As a group, they can influence government and Ministry of Finance and Economic Development on policies and strategies as well as the Ministry of Education.. BESSIP has helped to develop an effective partnership whereby donor support is co-ordinated and led by the Ministry-supported joint reviews, all of which has engendered a healthy atmosphere of collaboration and mutual respect.

From the onset, the MOE and co-operating partners agreed on the benchmarks to progress in BESSIP. The following parameters have been agreed to as necessary inputs to achieve progress:

- (a) Progression towards 20 percent of GRZ discretionary budget devoted to Ministry of Education
- (b) At least 60 percent of the education budget directed to basic education.
- (c) Increasing the proportion of the teachers serving in rural schools.
- (d) Strengthening the Building section of the MOE
- (e) Establishment of a Bursaries scheme for poor children.
- (f) Establishment of and support to operations of District Education Boards.
- (g) Enhancing the capacity of the MOE to coordinate and utilize external support
- (h) Completion of National Assessment of Learning Achievement
- (i) Establishment of a clear and transparent financial management and reporting system

BESSIP is financed through a combination of resources from the GRZ budget, loans (IDA, ADB, OPEC), multilateral (European Union) and bilateral grants. Local community and private sector contributions are expected to play a role. It was initially agreed that the ultimate financing model for

all BESSIP activities was a common “basket” or “pool”. This funding modality would involve establishing a pool into which all GRZ and co-operating partner finance is lodged and disbursed in accordance with an Annual Work Plan (AWP) for each year, which is discussed and agreed by the Joint Steering Committee. However, although the pool is considered a desirable mode of funding BESSIP, its full implementation can only be realized after a comprehensive financial management and reporting system has been put in place. To allow for the integration of on-going projects into BESSIP, the MoE has established four funding cases ranging from the full pool to separate projects. Case 1 is the pool. Case 2 involves the World Bank loans. Case 3 are the BESSIP limited components. Case 4 are separate projects managed by individual donors.

The funds under Case 4 are controlled by the individual donors. Funds in Case 3 are controlled by MOE but they are in separate accounts. The funds in Case 1 are controlled by the MOE. Case 2 funds are controlled by the World Bank and the MOE has access to it through implementation of approved planned activities.

Donor Support To BESSIP, 2001

DONOR	CASE	ACTIVITIES
World Bank	2	All approved planned for activities
NORAD, NETHERLANDS, IRELAND AID,DFID,FINIDA, DANIDA	1	All approved planned for activities
OPEC	3	Civil works through ZEPIU
Ireland Aid ADB, Netherlands	3	Support to limited BESSIP components.
African Development Bank (ADB)	4	Civil works through ZEPIU
USAID	4	Support to EMIS, SHN, GENDER AND EQUITY, IRI, CHANGES
DFID	4	Teacher Resource Centers and the Reading Programme
UNICEF	4	PAGE, Life Skills, HIV/AIDS, WASHE and Community Schools
DANIDA	4	CDC, Zonal Resource Centers, and Teacher Education
Netherlands(HOB)	4	Support to Western Province Education Project (WEPEP)
FINIDA	4	Education Sector Support Program (ESSP) 3: Infrastructure, special education, capacity building, education materials, Rehabilitation and HIV/AIDS
JICA	4	Infrastructure: school construction
RED BARN NORAD	4	Capacity Building, Education Information Management System (EMIS),Construction and Rehabilitation
VVOB	4	Donations/computers/Volunteers

3.2 Funding Modalities for BESSIP

3.2.1 Overview

The existence of four modalities (Cases) in funding BESSIP shows that the Sector Wide Approach (SWAp) in Zambia is a mixture of several financing formulas. These include loans, pooled resources, and grants controlled by the Donor agencies themselves. Apart from the World Bank, most of the

Donors are still at the level of project funding. Only six Donors had put some resources in the pool in 2001. These were NORAD, The Netherlands, Ireland Aid, DFID, FINILAND and DANIDA. Some of the Donors who were in the pool had resources in Case Three and Four as well. For example, Ireland Aid and the Netherlands, by virtue of their involvement in basic education Programmes in Northern and Western Provinces respectively, are still continuing to fund these projects separately. On the other hand, despite placing some resources in the pool, FINIDA, DFID, and NORAD are still carrying on with projects and they are part of Case 4 funding modality. Other donors are exclusively single cases. ADB and OPEC are in Case Three only. The USAID, JICA, UNICEF, VVOB are exclusively in the Case Four group. The diversity of funding modalities in BESSIP shows that there is no single approach to financing basic education in the sub-sector. The funding modality still depends on what the individual donor decides to do with its money.

3.2.2 Non-Governmental Organizations

The Non-Governmental Organizations (NGOs) constitute a big segment of stakeholders in basic education. The NGOs with the longest history of involvement in basic education are the religious organizations. Religious organizations involving both Christian and Islamic groups have a wide range of activities in basic education. They are involved in training teachers for both Lower and Upper Basic levels. There are six teacher training colleges which are run by religious organizations in the country. The other areas in which religious organizations are involved in are running basic schools and Early Childhood Development Centers, Organizing Special Education Programmes, Life Skills Training and Adult Literacy for Women. Some religious organizations give support to community schools, orphans and vulnerable children.

The other category of NGOs are those, which are target-specific. One category includes NGOs concerned with supporting community schools. The Zambia Community Schools Secretariat (ZCSS) is the umbrella body in this category. ZCSS is responsible for policy formulation, capacity building, resource mobilization, monitoring and evaluation and networking with individuals and parties in all areas related to community schools. The Forum for Women Educationists of Zambia (FAWEZA) is mainly concerned with girls' education. The activities of FAWEZA cover the entire educational system and they include: advocacy for girls' education, mainstreaming gender in education policy, bursaries for girls and remedial learning including development of reading skills for girls. FAWEZA is mainly concerned with increasing access and retention for girls in education. The Teachers Trade Unions deal with teachers' welfare, professional improvement of teachers and HIV/AIDS awareness campaign among teachers. The Private sector is in the business of establishing and running basic schools and teacher training colleges.

Other NGOs are involved in general welfare issues affecting disadvantaged children. SCOPE OVC for example, works with existing organizations in communities to address the problems of orphans and vulnerable children. Some of the activities of SCOPE OVC are: mitigating the impact of HIV/AIDS on orphans and vulnerable children by mobilizing, scaling up and strengthening community based and community-led responses; advocacy for the rights of OVC through working with district and national multi-sectoral partners; support to community schools through procurement of teaching and learning materials and training of community school teachers.

3.2.3 The Community

The actors at the community level in basic education include the parents through the Parent Teachers Associations (PTAs), the Community Based Organizations (CBOs), and the District Education Boards. The input of communities in basic education are many. Community activities involve but are not limited to: construction and maintenance of infrastructure, support to school management, sensitization of communities to the importance of education, support for vulnerable children especially the orphans, resource mobilization for education projects, support to teachers especially in community schools and IRI centers and monitoring of education progress. The diverse responsibilities

of the communities in basic education has led the MOE to state in the policy document *Educating Our Future* that the community is the key to the development of education in the country.

3.2.4 Government Ministries

The line Ministries include the Ministry of Health, the Ministry of Local Government, the Ministry of Finance and National Planning, the Ministry of Community Development and Social Services and the Ministry of Youth, Sport and Child Development. The activities of the line Ministries range from direct budget funding to education, pre-school education, licensing for private schools, adult literacy, support to NGOs working with OVC, support to OVC through bursaries and sport and child labor regulations. The Ministry of Health and the Ministry of Education have established a Memorandum of Understanding (MOU) directed at collaboration in the school health programme.

3.3 Programme Activities

BESSIP is a complex programme. Its activities at the programme level are carried out in the various Components. The activities of each Component are usually outlined in detail in the annual work plans. Only a brief reference to the major Component activities will be made here to illustrate the focus of the programme.

3.3.1 School Health and Nutrition Component

This component focuses on the broad areas of School Health Policies, School-Based Life Skills, School-Based Health Services and Water and Sanitation. Most of the activities of this Component are still at the pilot phase mainly in the Eastern Province where school health and nutrition education, administration of de-worming drugs, micro-nutrient supplements and School Health Card system are being developed. In addition the Component has integrated HIV/AIDS messages into its interventions.

3.3.2 Teacher Development, Deployment and Compensation

This Component is concerned with providing quality pre-service and in-service training of teachers, increasing teacher output from colleges and checking the imbalance in teacher deployment between the urban and rural areas. Some the activities being undertaken in the Component are: in-service training through the School Programme of In-service for the Term (SPRINT), Strengthening of Teachers Resource Centers, Provision of Primary Diploma by Distance Learning, Grade 4 Competence Testing, Multi-Grade Teacher Training, and Primary Reading Programme in-service training. The Component also pays attention to creating awareness about HIV/AIDS among teachers, lecturers and students.

3.3.3 Equity and Gender Component

The main thrust of the Component is increasing access, retention and completion rates for girls, orphans, poor, rural, children with special educational needs and out-of-school children. Some of the activities being undertaken are: the Interactive Radio Instruction Programme, Competence-testing of learners in IRI centers, bursaries to needy children, financial and technical support to ZCSS, community mobilization campaigns, attention to gender sensitive curriculum and education materials and capacity building.

3.3.4 Basic School Curriculum Component

The Component is centered on developing and disseminating a basic school curriculum that is relevant and that focuses on essential core skills, academic as well as practical life skills. Some of the activities of the Component are screening and revision of textbooks and teacher manuals, development of guidelines for localization of the school curriculum, development of guidelines for continuous and school-based assessment, revision of the Grade 7 Examination, revision of the curriculum for Grades 8 and 9 and establishing and strengthening of the Curriculum Documentation Centre/Library.

3.3.5 Capacity Building and Decentralization Component

This Component deals with building national human and institutional capacity to plan, manage, monitor, and implement BESSIP activities. The activities in this Component center on Capacity Building and Decentralization which includes management training and establishment of District Education Boards.

3.3.6 HIV/AIDS Component

This is a new Component under BESSIP. It is concerned with plans and strategies to mitigate the impact of HIV/AIDS among MOE staff, pupils and teachers. The activities carried out in the Component include advocacy and sensitization campaigns, procurement and distribution of HIV/AIDS teachers and pupils' books, printing and distribution of training manuals for Counselors and teachers, development of a district Education Management Information System and appointment of HIV/AIDS focal point persons.

3.3.7 Infrastructure Component

The Component focuses on infrastructure construction and rehabilitation as a means of increasing access to education, improving the quality of the learning environment and improving the effectiveness of education managers. The activities under this Component are construction of school buildings, construction of DEOs' offices, rehabilitation of school buildings, construction of zonal centers, rehabilitation of lecturers' houses and maintenance of school buildings.

3.3.8 Education Materials Component

This Component is charged with the task of procuring and distributing pupils' textbooks and teachers' guides and other teaching and learning materials, which support teaching and learning.

3.3.9 Overall-Management Component

The Component is responsible for facilitating the achievement of effective consultation and coordination and ensuring rational use of resources with the priority programmes. The Component facilitates the meetings of the JSC, PCC and the semi-annual reviews. The activities undertaken by the Component involved facilitation of the development of the MOE Strategic Plan 2003-2007.

3.4 Project Activities

The project activities of BESSIP are funded by various donors. FINIDA is funding the third phase of its Education Sector Support Project (ESSP 3). The project involves infrastructure construction and rehabilitation, special education, capacity building, supply of education materials and HIV/AIDS sensitization. DFID is still continuing with its Reading in the Zambia languages project. The project started as a pilot in Northern Province and it has now been taken to scale in other parts of the country. DANIDA is involved with the Teacher Education Programme under the Teacher Education Department (TED). It assists TED in its pre-service and in-service professional development of teachers. Ireland Aid and the Netherlands have basic education projects in Northern and Western Provinces respectively. JICA, ADB and OPEC are in infrastructure projects in schools. NORAD has projects related to capacity building, community sensitization and mobilization and construction and rehabilitation. The USAID has several projects in the area of School Health and Nutrition, Education Management Information System, Community Sensitization and Mobilization, Interactive Radio Instruction, and support to the Equity and Gender Programme under PAGE.

3.5 Project Funding

There are two modalities of funding the projects under BESSIP. Some Donors have allocated the funds for their projects to the MOE in separate accounts. Such accounts are controlled by the MOE which in turn accounts to the respective Donors for the expenditure. Donors, which have this financial arrangement for their projects are Ireland Aid, ADB and the Netherlands. The second mode of

funding the projects is through control of the project funds by the Donor agencies themselves. The money is disbursed to the relevant MOE implementing units by the Donors themselves. This mode of funding projects applies to support given by FINIDA, USAID, JICA, NORAD, Dutch HOB, and VVOB. The money for the projects is usually controlled by the respective embassies/missions of the bilateral organizations.

3.6 Donor Collaboration

In the past, donor support to education was done through individual projects with very little or no collaboration among the donors. The situation has changed under BESSIP. Donors have opportunities to collaborate and interact more frequently. The MIT provides opportunities for Donors to meet. On the other hand, Donors still collaborate through the Programme Coordinating Committee (PCC). The Joint Steering Committee (JSC) and the Semi-Annual and Annual Reviews of BESSIP are other avenues where donor collaboration still takes place. In addition to all these forums, the Informal Donor Group comprised of all BESSIP Donors meets regularly, once a month as well as in special sessions.

3.7 Programme and Project Impact

Available evidence points to significant developments arising from both the programme and project activities of BESSIP. The number of private schools has doubled in number from 63 in 1996 to 133 by 2002. A new development in basic education has been the emergence of community schools whose number has risen from 36 in 1996 to 1,149 in 2002. Community schools account for a pupil enrollment level of 140,000. The IRI centers have risen to 252 across the country with a total enrolment of 9,000 children. The various activities of NGOs in basic education have created diverse alternative paths of access to learning opportunities. The government is no longer the only actor in basic education provision. The pace of development in the area of alternative learning opportunities for out-of-school children is challenged by the need to train an increased number of teachers and mentors. The number of not fully-qualified teachers in community schools, for example, stands at 2,078.

Another impact of the BESSIP programmes and projects is at the level of capacity building. The Component Managers are of the view that BESSIP has enhanced their management skills. The close professional contact they maintain among themselves helps them to manage the Components well because of the advantage of learning from each other. The exchange of experiences from different Components helps them to understand the education system better. An added advantage is the employment of Technical Assistants who in most cases transfer valuable knowledge and skills to their local professional counterparts.

Other benefits arising from BESSIP include development of innovations in education. Competence-testing, school health and nutrition, community sensitization and mobilization, Interactive Radio Instruction, Education Management and Information Systems are new innovations in basic education arising from the BESSIP projects. BESSIP has attracted several Donors who have brought varying innovations which are contributing to different ways of managing the basic education sector.

4. USAID Participation in Education in Zambia

4.1 USAID/Zambia's Country Strategic Plan – 1998-2002

In the development of its Country Strategic Plan for this period, USAID/Zambia examined the political, economic, and social problems and constraints faced by the Government of Zambia since the early years of the decade. In the light of its experience and manageable interests, a number of programmatic choices were identified in the context of such problematic issues. Several sectors were subsequently selected for more specific attention: (a) Economic Growth (b) Basic Education (c) Health, Population, and HIV/AIDS (d) Democracy and Governance. To these sectors were added cross-cutting themes: gender/equity, urbanization, decentralization, and working with PVOs, which themes have been woven into the Mission's sectoral approaches.

The overall strategic goal of the CSP is "More Zambians benefiting from the reforms of the 1990's." Each of the four sectors has its respective Strategic Objective (SO):

- Economic Growth – SO1: Increased sustainable rural incomes;
- Basic Education – SO2: Improved quality of basic education for more school-age children;
- Health, Population, and HIV/AIDS – SO3: Increased use of integrated child and reproductive health and HIV/AIDS interventions;
- Democracy and Governance – SO4: Expanded opportunity for effective participation in democratic governance.

Strategic Objective 2 was USAID's initial involvement in the education sector in Zambia. It responded to a unique window of opportunity, since the Government of Zambia was searching for new solutions to the problem of how to provide high quality, equitable, basic education at a reasonable cost. USAID/Zambia felt that it had applicable lessons from other countries which could be applied in Zambia.

USAID's assessment of basic education concluded that the Zambian education system had seriously deteriorated and that the system was barely sustainable as it was then organized and funded. Resources had shrunk and the numbers of Zambian children enrolled had rapidly decreased. Physical infrastructure had declined; furnishings were in short supply; few textbooks and almost no learning materials existed; and very high pupil:teacher ratios were compounded by multiple shifts. The system was on the brink of collapse. Girls, who had been traditionally disadvantaged in education, were falling even further behind as the system was stressed. Government realized that the system needed a complete overhaul and was preparing to initiate an integrated sector approach in 1998. USAID/Zambia believed that it could be involved in the definition and implementation of this new approach to a troubled sector.

It was felt that if communities could be empowered to manage their own schools, then the schools could be managed more efficiently, could recover more of their costs locally, and people could guide their schools to meeting local needs. It was believed that local planning should emphasize girls' education and that linking health and education interventions could give synergy to each of these. Furthermore, if the MOE had the capacity to collect, analyze, and utilize data to guide the planning process, then it would be able to reinforce the local communities in their search for excellence in education. Unfortunately, none of these capabilities existed at the time, but it appeared to be the most realistic option for the future.

The SO2 strategy in basic education is based on three complementary components:

- (a) *Girls' access* – Improving the health and educational performance of primary school-age girls. Reinforcing the importance of quality education for girls is the core of the programme. The health component links closely with the USAID health programme. It implements very promising micro-nutrient and de-worming interventions and initiates periodic performance testing of groups treated.
- (b) *Private sector/community based programmes* – Improving capacities at the decentralized levels to develop plans and strategies to improve girls' education. This includes the following: developing strategies to increase the number of girls that stay in school; developing and disseminating materials advocating increased girls' education; and engaging NGOs to work with communities on girls' equity issues.
- (c) *Policy* – Improving policy, planning, implementation and performance monitoring systems at the central Ministry. This strengthens policy analysis capabilities at the Ministry and establishes education management information systems capable of providing feedback and support to the local planning function.

Success in carrying out the SO2 is predicated on Government's continued commitment to education reforms. USAID/Zambia is one among many donors assisting in this sector and is moving cautiously, testing the GRZ's continued commitment and need as it progresses. USAID/Zambia has identified a complementary niche for itself that is not being adequately filled by other donors. It is assumed that other donors will continue their support for needs, e.g., teacher training, facilities rehabilitation, and curriculum development

4.2 Strategic Objective Grant Agreement Between the US and GRZ for the Strategic Objective: Improved Quality of Basic Education for More School-aged Children – 2000-2003

4.2.1 The Strategic Framework Concept

USAID as a development agency is concerned that its development cooperation should result in measurable improvements in the lives of the intended beneficiaries. Increasingly limited resources and this concern with achievements have resulted in a new approach: The Strategic Objective Framework Concept. This concept changes the traditional emphasis on project or programme development to a focus on a set of strategic objectives for USAID to achieve in its worldwide mission. With this approach, USAID is concentrating worldwide on five key areas: economic growth, population and health, the environment, democracy and governance, and response to disasters and other humanitarian needs.

USAID/Zambia has reorganized its work plan to concentrate on some or all of these areas of focus. The reorganization involves working out with GRZ a revised agreement to support the advancement of objectives in each area. An agreement, e.g., this SOAG, typically defines the strategic objective and a revised/amended USAID development cooperation programme designed to provide demonstrable progress in achieving the defined objective.

4.2.2 Background of the Strategic Objective

In May 1996, the GRZ introduced its national policy on education, entitled *Educating Our Future*, based on a new set of principles. To realize the education sector reform goals set out in its policy, the MOE, in partnership with international funding and technical assistance agencies, began planning for an integrated and coordinated sector reform programme, the BESSIP for the period 1999-2006. BESSIP was officially launched in September 1999 with overall objectives to increase enrollment, achieve gender equity, reduce enrollment disparities among socio-economic groups, and enhance learning achievement for all pupils. These objectives and strategies have been jointly developed; and agreed upon by the partners.

Not identified as a major component in the original BESSIP design, HIV/AIDS has emerged as a major obstacle to achieving BESSIP goals. The MOE's increased focus on the pandemic is welcomed as a necessary first step in developing strategies and activities to mitigate its effects. Such activities are currently regarded as cutting across the nine BESSIP Components and require the support of USAID/Zambia and other cooperating partners. This thinking is reflected in USAID's current Strategic Results Framework.

USAID/Zambia has been a key player among the cooperating partners who are supporting BESSIP. USAID has also catalyzed support for a number of activities, including greater participation of Zambian girls in education, improved school-based health and nutrition (SHN), education management information systems (EMIS), planning and development, and the mitigation of the effects of HIV/AIDS on basic education. Through BESSIP, USAID has found a window of opportunity to join with Zambia and its other partners to develop a comprehensive, transparent, decentralized system of quality basic education.

4.2.3 The Strategic Objective of the Agreement

In September 2000 USAID and the Government of Zambia entered into a Strategic Objective Agreement (SOAG) in order to focus and strengthen their respective efforts in improving the quality of basic education. The purpose of the SOAG was to set out the understanding of both parties about the Strategic Objective, the results that should be achieved to accomplish the objective, and the activities that should be undertaken to achieve these results.

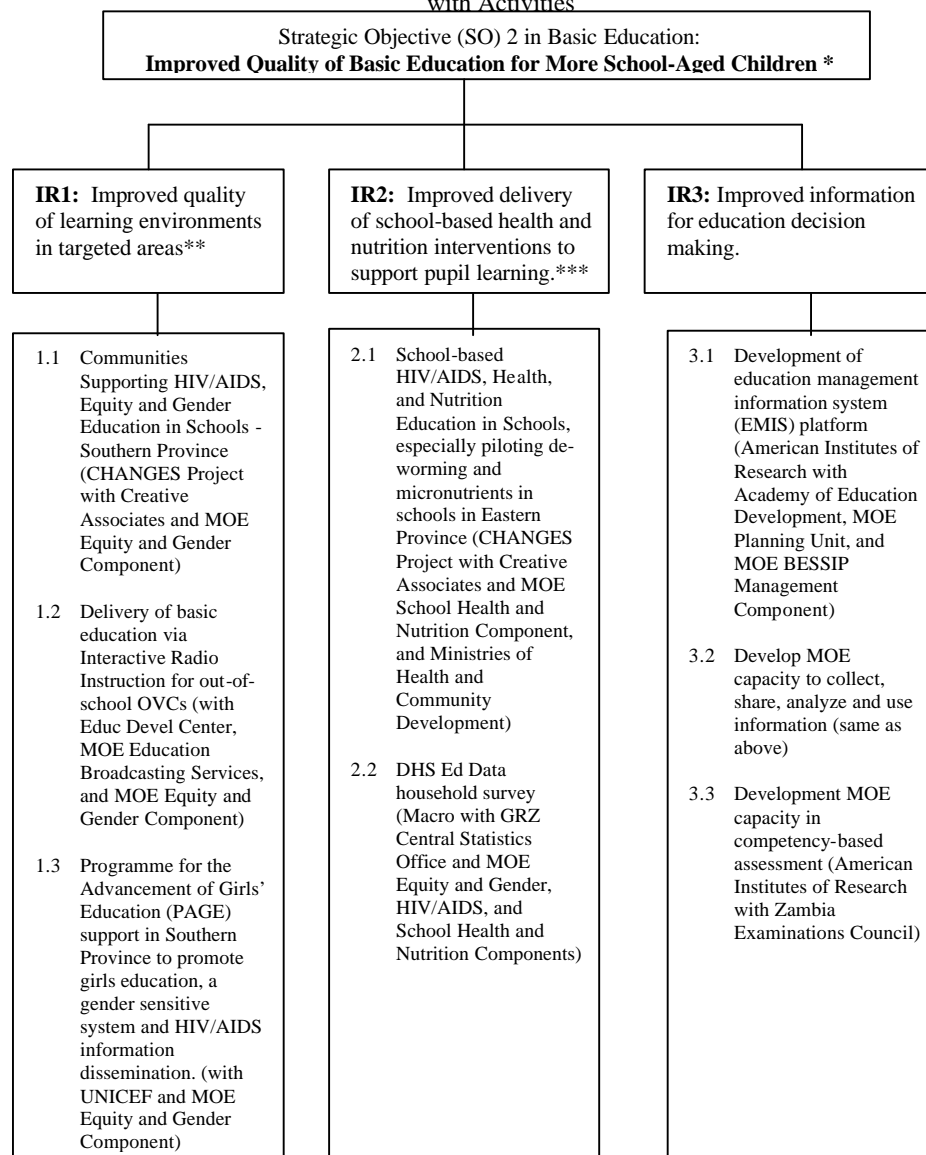
USAID/Zambia has developed its strategy of support for the MOE's basic education within the framework of the BESSIP. USAID is committed to continuing the provision of its support for basic education within the context of BESSIP in collaboration with the GRZ and other co-operating partners. That means that current activity support will continue to be provided through appropriate BESSIP mechanisms. New activities will be designed, developed and implemented in consultation with the proper focal point persons, their partners, and their mechanisms for achieving the results of the BESSIP Components.

USAID fully endorses the concept of the partnerships and collaboration that the MOE is achieving through BESSIP and intends to be a full partner in that process. While presently being unable to contribute directly to the "basket/pool funding" that is part of the MOE's sector investment design, USAID has commissioned a feasibility study for the utilization of a non-project assistance modality. This formal study has been completed and will be submitted to USAID/Zambia as part of this Final Report. The study recommends that the programme/SWAp funding modality be introduced into the new Country Strategic Plan 2004-2008.

USAID/Zambia's current Country Strategic Plan – 1998-2003 and the Strategic Agreement – 2000-2003 with the Government of Zambia provide concrete parameters within which the education activities of the Mission have been and can continue to be carried out effectively and efficiently. The impact of these projects and their respective activities has been strong and has assisted GRZ in meeting in a systematic and realistic manner the manifold constraints and challenges of the Education Sector.

The Strategic Objective (SO) of the Agreement is to achieve *Improved quality of basic education for more school-aged children*. In order to meet this SO, USAID is supporting activities that will help achieve the Intermediate Results (IRs) shown in Figure 1 on the next page.

FIGURE 1.
USAID/Zambia Mission Education Results Framework
with Activities



HIV/AIDS Interventions as Cross-cutting Activities:

All activities shown above have been designed to include HIV/AIDS activities. For example, all of the IR 1 activities have integrated lifeskills and HIV/AIDS prevention and mitigation messages and/or activities in their programs. Activity 1.2, by its very nature, is assisting with the mitigation of the affects of HIV/AIDS on the education sector. Activity 2.1 does the same with additional emphasis on HIV/AIDS IEC for teachers, both in-service and pre-service. Activities 2.2 and 3.1 and 3.2 include information collection, analysis, and reporting of HIV/AIDS effects on the education sector to help planners create more informed strategies. In addition to the above, USAID is providing opportunities for MOE personnel to attend HIV/AIDS conferences and workshops and is teaming with the MOE and other donors conducting an HIV/AIDS-related education policy audit and Impact Assessment within the Education Sector.

*** Critical Assumptions: Our key critical assumption is that the GRZ and other donor support will continue through USAID's and the MOE's strategic plan period. Decentralization and restructuring will continue to be a part of the overall Government of Zambia reform program. The Ministry will have adequate levels of staffing to implement its BESSIP activities, especially in the Planning Unit. The mitigation of the effects of HIV/AIDS will continue to be a part of the overall Government of Zambia strategy.**

4.2.4 Intermediate Results and Indicators

In consultation with its partners, USAID/Zambia has identified the three above-mentioned IRs in Figure 1 that lead to the improvement of the quality of basic education for more school-aged children and contribute to the achievement of the Strategic Objective. The three IRs directly focus on three main Components of the MOE/BESSIP: equity and gender, school health and nutrition, and capacity building, while other BESSIP Components are also being positively affected.

Cross-cutting all three IRs are strategies to mitigate the negative effects of HIV/AIDS on the quality, access, and sustainability of good basic education. USAID is currently working with the MOE and other cooperating partners to identify the relevant education needs and to develop appropriate strategies to address those needs. USAID's support is designed to support the MOE's plans and to complement support provided by other cooperating partners.

Intermediate results are monitored through a Performance Monitoring Plan (PMP) to measure progress during the period covered by the Agreement (i.e. September 15, 2000 to September 30, 2003)³ The PMP was developed by the USAID Strategic Objective Team and includes methods for measurement, setting of targets, and formulation of interim indicators where necessary to be able to assess progress during the start-up phases of the activities under the Agreement. The PMP also specifies the parties responsible for various monitoring and assessment tasks, as well as the resources needed and to be furnished by the Parties to the Agreement. Illustrative indicators include:

- 1) Net Admission Rate to Grade 1 in targeted areas.
- 2) Number of Interactive Radio Learning Centers
- 3) Number of schools delivering micro-nutrients and de-worming interventions in targeted areas in accordance with approved guidelines
- 4) Number of EMIS units producing periodical reports.

The project activities associated with each of the intermediate results are described in the next chapter.

³ A First Amendment to the Strategic Agreement dated July 26m 2001 extended the effectivity of the SOAG from September 30, 2002 to September 30, 2003.

5. USAID Education Projects in Zambia

5.1 Overview

The activity of USAID/Zambia in the Education Sector is being carried out through a group of projects that were developed in the context of the Mission's Country Strategic Plan – 1998-2003 and the Strategic Agreement of USAID and the GRZ – 2000-2003. These activities were a priority focus of the Sector Review and Analysis Team. Through interviews with the project staff and field visits to the principal project sites, the Team was able to assess the progress of the projects, identify constraints and challenges, as well as the successful project components. For the most part, the projects are intended to be of a pilot nature and to serve subsequently as models for potential consolidation, expansion, diversification. A brief description of the projects, the principal findings of the review and analyses for each of the projects, and bases for recommendations are herein presented. The recommendations formulated for each project are listed in Chapter 8.

From late 1998 through the present, the Strategic Objective of USAID/Zambia's interventions has been to *improve the quality of basic education for more school-aged children*. The programme of activities has been designed within the framework of the Basic Education Sub-Sector Investment Programme (BESSIP), in close collaboration with the MOE. In the context of the Strategic Objective Grant Agreement (SOAG) with GRZ, USAID is providing Technical Assistance (TA) and support for several BESSIP Components, especially School Health and Nutrition, Equity and Gender, HIV/AIDS, and Over-all Management, as well as specific MOE units including the Planning Unit, Education Broadcasting Services (EBS), and the Examinations Council of Zambia (ECZ). As a result of this support, USAID/Zambia expects improved quality of learning environments, improved delivery of school-based health and nutrition interventions, and improved information for decision-making.

5.2 (IR1): Improved Quality of Learning Environments

5.2.1 Programme for the Advancement of Girls' Education (PAGE)

The PAGE project addresses the BESSIP Component Equity and Gender. The institutional agency/grantee was UNICEF. The grant to UNICEF was completed in mid-2002. The project was carried out in Southern Province. The support of this project was aimed at creating a girl-friendly school environment to promote more girls and women in education and retaining them in the system. The interventions of PAGE were many. They included training and resources for such activities as the use of appropriate pedagogy to promote the learning success of girls; the involvement of parents in providing a good education for their children, especially girls; the promotion of leadership skills among girls (e.g., formation of girls' clubs); advocating for women and girls, and the provision of water (boreholes) and latrines. USAID/Zambia supported PAGE in 4 Districts in 42 schools including 2 community schools. The Southern Province's Education Office (PEO) plans to expand PAGE to at least ten schools in all of its 11 Districts. USAID/Zambia's grant to UNICEF in support of this activity will be completed at the end of 2002.

In general, the PAGE activities were successfully carried out in the field. Among these activities, the development of the Gender Across the Curriculum pilot activity at the David Livingstone Teacher Training College in Livingstone deserves specific mention. The materials developed for the Pre-Service Teacher Training Programme have been completed and are already being utilized at other TTCs. However, as with other project activities, the monitoring and evaluation functions, in the opinion of the field staff, leave something to be desired. A deficiency in such an important component of a project could prove serious, especially since many of the project activities are intended to be pilots to be expanded if their impact were found to be effective.

With the completion of the USAID/UNICEF grant agreement, the type of support of USAID for MOE's girls' education initiative is still to be decided upon. In this context, the Sector Review Team (SRT) has developed for USAID/Zambia's consideration a series of possible interventions in the area of gender and equity. These would involve strengthening the following: a) gender appropriate curriculum b) gender across the curriculum c) equity in the classroom methodology d) bursaries e) assistance to girl-orphans affected by the consequences of HIV/AIDS.

5.2.2 Interactive Radio Instruction (IRI)

The IRI project also addresses the BESSIP Component of Equity and Gender. The institutional contractor/grantee is the Education Development Center, USA. The project period: 2000-2003. The project is being undertaken at the MOE's Education Broadcasting Services (EBS) with broadcasts being beamed nation-wide via ZNBC. USAID/Zambia's support for IRI is to increase access to basic education for out-of-school children. It provides technical assistance to EBS writers and producers to develop high-quality IRI that is broadcast to IRI Centers throughout the country. Although the main focus of the assistance has been on quality programming, partnerships for supporting the programme across the country are also encouraged and facilitated. For example, arrangements between the US Peace Corps and the MOE have been made for Peace Corps volunteers to work with their communities in forming and facilitating IRI Centers; EBS and the Zambia Community School Secretariat (ZCSS) to use an HIV/AIDS counseling volunteer's expertise to help develop HIV/AIDS radio programming; and EBS and several faith-based organizations to support IRI in their communities as the need arises. During the Grade 1 pilot programme carried out in 2000, 22 IRI Centers were established, mostly in the Lusaka Province. As of mid-2002, the existence of over 300 IRI Centers has been reported.

This pilot project has been successful. Programmes for Grades 1-2-3 have been completed. Programming for Grade 4 is in process. The development of materials for Grades 5-6-7 is already in the planning stage. Despite the successful activity, especially the capacity-building component whereby EBS staff (programmers and technicians) has been trained, several weaknesses have been identified at the MOE level. These include a) a lack of monitoring and evaluation of the programming and broadcasting b) a lack of support for materials c) the remuneration for the volunteer mentors, e.g., transportation allowance d) a lack of support to community radio stations. In the context of these findings, a number of specific recommendations has also been developed.

5.2.3 Community Sensitization and Mobilization Campaign (CSMC)

The Communities Supporting Health, HIV/AIDS, Nutrition, Gender and Equity Education in Schools Programme (CHANGES) is a USAID/Zambia education technical assistance activity designed to support the goals, objectives and activities of MOE/BESSIP. The programme is being implemented by Creatives Associates International. The programme has been designed for implementation in two phases: the first phase runs from 2001-2004 and involves conducting baseline research and developing and pilot testing innovative models and approaches. The second phase is planned to follow thereafter, scaling up both at the provincial and national levels.

The programme has two components, one of which is being implemented in the Eastern Province and the other in the Southern Province. In the Eastern Province, the activities are being carried out initially in the Chadiza, Chama, and Chipata Districts and are expected to expand, over time, to other Districts. The Eastern Province component focuses on School Health and Nutrition (SHN). Its initiatives include:

- (a) conducting baseline data collection surveys (biomedical, anthropometric, cognitive, and other related area;

- (b) providing micro-nutrients to primary school pupils (Vitamin A and iron supplements) and deworming pills administered by trained teachers;
- (c) training of teachers in school health and nutrition and life skills;
- (d) community sensitization and mobilization through popular theatre, District field teams, and public gatherings; and
- (e) strengthening linkages between health centers and schools.

The Community Sensitization and Mobilization Campaign (CSMC) is one of the two components of the CHANGES programme and is currently being implemented in the Southern Province, initially in the Kalomo, Kazungula, Choma and Livingstone Districts, and expanding incrementally to the remaining Districts in the Province. This component deals mainly with a Community Sensitization and Mobilization Campaign (CSMC). The initiatives include:

- (a) use of popular theatre to facilitate community participation to surface issues related to increasing attendance and retention in school of girls and other vulnerable children;
- (b) development and implementation of District and community level action plans to resolve issues surfaced through popular theatre and participatory action research;
- (c) training of Provincial and District government officials in community participation methodologies related to gender equity; and
- (d) training teachers to integrate life skills throughout the curriculum.

HIV/AIDS is an issue that cuts across both the SHN and CSMC components. As such, sensitization and training in HIV/AIDS prevention and mitigation are interwoven in all the activities described above. The ultimate objective is to reverse the effects of HIV/AIDS on Zambia's communities and education system.

In order to develop and implement such a programme of community sensitization and mobilization, it is important to form a clear understanding of the socio-cultural practices, beliefs, and value systems that promote or inhibit the participation of girls and other vulnerable children in education as well as those that contribute to the spread of HIV/AIDS. For this purpose, a group of young Zambian researchers has been trained in various qualitative and quantitative research methodologies, as well as indigenous art forms such as songs, dances, and poetry. These researchers are then deployed in selected research areas in rural communities for 10-15 days to study and try to understand the prevalent cultural practices and people's way of life. These researchers have also been trained in designing and developing questionnaires/forms for gathering school level data.

Since the school is a key focal point in the programme, the appropriate selection of participating institutions is an important step. The Provincial Senior Inspector of Schools and the District Education Officer (DEO) and their staff are responsible for the identification of schools to participate in the programme. The following criteria are utilized in the selection process:

- (a) the selected schools should not be too far apart from each other in order to facilitate mobility;
- (b) the schools should be located in different community types, i.e., those communities that support school programmes (greater community participation or involvement) and those that provide minimum support to schools (minimum community participation or involvement);
- (c) schools that have low girl enrollment/achievement in basic Grade levels; and schools that have a larger number of vulnerable children, particularly orphans.

The CSMC supports two BESSIP Components: Equity and Gender, and HIV/AIDS. The CSMC activity supports the MOE's aim for greater access to basic education, especially for girls, orphans, and out-of-school children through the active participation of communities in the education of their children. Technical assistance and resources are to help the MOE sensitize and mobilize communities

around the issue of education for all their children, especially regarding the education for girls, the enrollment of their out-of-school children, and the mitigation of the effects of HIV/AIDS on education in their communities.

A goal is to equip communities with the skills, techniques, and communication channels to address their own education needs and, if necessary, facilitate access to additional resources to achieve their objectives. The CSMC is expected to establish a workable model through which the MOE can engage its Zambian partners in support of education. Furthermore, the project aims to build capacity of the personnel of the Ministry as well as cooperating Ministries and community partners at the District, Zonal, school, and community levels to carry out the CSMC work. Lastly, the project looks to increasing enrollments, the retention, promotion, completion and learning performance of children in school.

Over-all the project has been successful in effecting its different planned activities, e.g., utilizing Zonal-level Community Facilitators from three line Ministries to work in teams at the zonal-level, rather than community mobilizers from the communities themselves to sensitize and mobilize communities; the disbursement of operational funds to 10 Zonal-level Community Facilitator teams; the successful recruitment of 69 Zonal Community Facilitators; the training of community leaders, PTA members, and teachers in 10 specific zones; the recruitment and training of new researchers to carry out the Research and Verification component of the project; the development of small grant proposals in three Districts; and planning for the expansion of CSMC to two new Districts.

A major weakness identified by senior project staff is the linkage concerning the respective roles and responsibilities of the line Ministries (MOE/MOH/MCDSS), the community and the school. This deficiency is particularly evident in the function of monitoring and evaluation. It is felt, however, that the development of the pilot project as a model should serve to strengthen the situation. Specific recommendations have been formulated to assist in addressing in this important issue.

In addition, other challenges confront the implementation of the on-going project activities: 1) the scope of the project/programme as it is now designed (in terms of the number of schools and communities to be reached in each District is daunting – mobility of the project teams is a major concern; 2) the disbursement of funds to zonal-level teams is a new and untried approach that is fraught with potential difficulties: logistics, accountability, and timeliness in retiring funds; and 3) monitoring of the programme in the field is proving difficult due to insufficient staff and transportation, and lack of adequate funds for allowances on the part of collaborating line Ministries. Meeting such challenges may require a review of the allocation of project funds.

5.3 (IR2): Improved Delivery of School-Based Health and Nutrition Interventions

5.3.1 School Health and Nutrition (SHN) Programme

This is the second of the two components of the CHANGES Programme described in the previous section. Two BESSIP Components are targeted in this programme: SHN and HIV/AIDS and are being undertaken in the Eastern Province.

The aim of the SHN programme is to improve pupils' health and nutrition status and thereby improve their learning capacity and performance. The CHANGES programme is assisting the MOE in establishing a SHN intervention delivery system. In doing so, the capacity and protocols for cooperation among three line Ministries (MOE/MOH/MCDSS) are developed at headquarters, Provincial and District levels with the District Education Offices and District Health Management Teams, and zonal and community levels. The programme is developing the MOE's capacity to monitor and assess progress in SHN activities by developing an SHN information system, establishing a baseline of information on children, and monitoring changes in that information as the

programme moves along. The SHN programme delivers teacher, pupil and community education in the areas of health and nutrition, water and sanitation, HIV/AIDS, and life skills as well as medical interventions such as de-worming and micro-nutrients. Various models for sensitizing communities through drama and information, education, and communication (IEC) strategies are being piloted and implemented, as are community mobilization strategies. Furthermore, the programme is trying out a multi-sector approach to development which is not only necessary to provide the interventions that the MOE desires, but which provides for an experience from which lessons can be gained.

In the course of interviews with project staff and during the presentation of progress reports, the following positive features were noted: the pilot model is working; medication has been received and distributed despite procurement delays; school enrollment and attendance have increased notably; after some training, teachers have been involved in carrying out some of the examination procedures; sound support has been provided by District officials; small grant proposals are being prepared by the communities; linkage between the school, the community, and local health centers has been strengthened; the multi-sectoral approach is gaining credibility; USAID/Zambia is exercising sound leadership via this project.

In reviewing the activities of the programme, a number of constraints was identified: a) the need for training of administrators b) the frequent delays in the procurement of materials c) the weak implementation of the monitoring and evaluation of the programme components d) the pressure to expand this pilot project prematurely. This last constraint should be given serious consideration since this project is recognized as a pilot activity and is intended to provide a model for expansion to other Provinces and Districts. Undoubtedly the needs for such expansion are demanding and urgent. However, it could subsequently prove imprudent to insist that the core components of the programme not be permitted to develop as initially designed. Government demands and the availability of funding resources for quick scaling-up should not be the priority criteria in determining whether or not to expand while the programme is still in a gestation phase.

Understandably, the project strategy aims to integrate the classroom teacher into the various features of the administration of micro-nutrients and other medication. It also looks to the teacher for the administration of various medical drugs. Further, the teacher is expected to exercise an important role in record-keeping of student health records (e.g., health card). While these measures recognize the capacity and maturity of the teacher, the members of the SRT believe that care should be taken not to overload the teacher with such important, but very ancillary duties in comparison to the teacher's major responsibility for the learning of the pupils.

In this context, the SRT would like to endorse strongly for serious consideration by USAID/Zambia of the study entitled "*School Health and Nutrition Proposed Expanded Strategy 2002-2008*." It is comprehensive and reflects appropriately the challenges of expanding the SHN programme to a nation-wide level.

5.3.2 Zambia DHS Education Survey (ZDES)

The BESSIP Components involved in this project are: Over-all Management, School Health and Nutrition, Equity and Gender, HIV/AIDS, and the MOE Planning Unit. The institutional contractor/grantee is Macro International, with a sub-contract to Zambia's Central Statistics Office (CSO). The project period is 2001-2002. The project is based at the MOE/CSO.

The 2002 Zambia ZDES is an off-shoot of a worldwide programme that is conducting national demographic and health surveys, and is based on the need to supplement existing education data. It is a MOE activity that is being implemented by the CSO with technical assistance from Macro International.

In order to know the nature of decisions that households make about how much or what kind of education to invest in for household members, ZDES data investigates this decision-making process. The data focus on major factors that influence the household demand for schooling: the costs of schooling and the perceived benefits of schooling. Data from this survey will be critical to the design and improvement of programmes to increase children's school participation. Incidentally, the survey will also provide an international database, which can be used by researchers investigating topics related to education.

The ZDES activity focuses on collecting education data from households to supplement the annual school survey data (e.g., major factors that influence household demand for schooling and perceived benefits of schooling). This survey builds on the Demographic and Health Survey (DHS) that is being completed by the end of 2002 by the Ministry of Health. The ZDES is being conducted with a sub-sample of approximately 5000 households interviewed during the DHS, and who have school-aged children from 7-13 years. The survey instrument focuses especially on information needs identified by the SHN, Equity and Gender and HIV/AIDS that cannot be readily addressed by other means such as the annual school census.

ZDES involves interviewing parents or guardians who will be asked questions about their children. These questions will deal with background characteristics, school attendance, type of school attended, frequency of school absenteeism, household expenditures on schooling and other contributions to schooling, benefits and detriments of schooling, children's nutrition, HIV/AIDS. Information will also be collected on the height and weight of children aged 7-10, and a literacy and numeracy test will be administered among these children in the household.

Administrative conditionalities for the survey, technical preparations (e.g., pre-testing of survey instruments, recruitment of field personnel, training of interviewers, etc.) have been successfully completed. Completion of the main ZDES survey is scheduled for the end of September 2002. Data processing, entry, editing, and preliminary analysis are to be finished by December 2002.

5.4 (IR3): Improved Information for Decision-Making

5.4.1 Education Management Information System(EMIS) and Competency-Based Testing

The BESSIP Components addressed by this project: Over-all Management; MOE Planning Unit and Zambia Examination Council. The institutional contractors/grantees are the American Institutes of Research (AIR) and the Academy for Educational Development (AED).The project period is 2002-2004.

The EMIS activity is helping the MOE to build its capacity to collect timely education data and use it in planning and decision-making at all levels. A major focus is on piloting and implementing EMIS at MOE central services, and in the Southern and Eastern Provinces, but technical assistance is planned to help EMIS expand to other Provinces. By the end of 2002, the collection and reporting of findings of the 2002 school census data is expected – for the first time in a very long time, achieving a goal of “*this year's data reported this year.*” Achievements thus far include setting up an EMIS platform at MOE headquarters, developing manuals and training plans to teach District personnel on how to access and use the EMIS data, planning and purchase of equipment for an EMIS training center, and the preparation of key MOE reports such as the “*The 1996-1999 Education Trends Report*” and the “*BESSIP Indicators Performance Report – November 2001.*” Assistance is also being provided to the Examination Council of Zambia (ECZ) for competency-based test development and implementation.

As mentioned above, the project has succeeded in developing a sound training programme, in obtaining required computer equipment and software, and establishing a training laboratory. However, there is a serious lack of available counterpart inter-facing MOE staff, and there is an urgent need for clear MOE policies and procedures for this vital data management function. In

discussions with the project technical staff, the issue of retention of skilled technicians at the MOE is one of on-going concern, especially in the context of the need to identify appropriate counterpart staff. The project staff and the SRT members concur that the MOE should consider the utilization of non-MOE skilled personnel to complement its civil service staff, e.g, UNZA academic staff, private firms on a contractual basis, individual experienced local consultants. These concerns are addressed in specific recommendations in this report.

5.5 Mitigation of HIV/AIDS in Education

USAID/Zambia's support for HIV/AIDS mitigation crosscuts all of its activities. Life skills education, community sensitization, and IEC activities are fostered through interactive radio instruction, school health and nutrition, and community sensitization and mobilization activities. The collection and management of HIV/AIDS information is supported through the ZDES and EMIS activities. USAID has supported MOE's HIV/AIDS strategic planning process and the development of the "*HIV/AIDS Education Strategic Plan 2002-2005.*" Further assistance for HIV/AIDS strategic planning in education is being provided by participation in the USAID-funded HIV/AIDS task force, the Mobile Taskforce Team (MTT) based at the University of Natal, Durban, South Africa. The MOE may request assistance from this group, based on its strategic planning implementation needs. The Mission also intends to support the MOE's planned "*Assessment of HIV/AIDS Impact on Education.*" The interest of the MOE in introducing HIV/AIDS life skills into the national curriculum is being supported by the Mission through making available to the Ministry the "*Life Skills for HIV/AIDS*" material developed by the USAID Africa Bureau.

The EMIS strategy incorporates the development of District and school level HIV/AIDS data to help planners understand how the educational system is affected in order to address these effects. The teacher-training component of SHN teaches skills so that teachers can transfer important attitudes, knowledge and skill to their pupils regarding HIV/AIDS. The community mobilization effort integrates HIV/AIDS information to ensure that parents and community leaders consider what HIV/AIDS is, how it affects life in Zambia, and measures to prevent their children, especially girls, from the disease. In addition, the IRI programme provides basic education to out-of-school AIDS orphans and other vulnerable children who have no access to government schools. Communities in the 40 SHN school catchment areas have been sensitized to SHN and HIV/AIDS issues through popular drama, public meetings, and discussions with village leaders.

6. Future Involvement of USAID/Zambia in Education

6.1 The New Country Strategic Plan of USAID/Zambia

The process of preparation of its new Country Strategic Plan (CSP) provides USAID/Zambia with an excellent opportunity to utilize the valuable experience gained over the life of the previous CSP, especially in the sector of Education. The on-going pilot projects have been launched successfully and the prospects for their effective completion are very positive. Nevertheless, now there exists an opportunity to explore new initiatives. These should be considered in the context of the overall economic, agricultural, and social challenges that confront the GRZ at present and for the short-, medium, and long-term. Among these, the HIV/AIDS pandemic must be addressed as a major priority.

The close relationship that the Mission has developed with the MOE should assist the former in determining what areas of assistance should now be examined for assistance. The new MOE Strategic Plan (SP) 2003-2007 and BESSIP provide an excellent structure within which the Mission should continue its involvement. The on-going project efforts across all the BESSIP Components make it possible for USAID/Zambia to identify where it might best look to contribute even more meaningfully in meeting the objectives of the Sub-Sector of Basic Education, with an eye toward their interaction into the newly restructured Ministry.

The GRZ Strategic Plan (SP) and plans for restructuring of government over-all and for decentralization should be key factors in the identification of new initiatives in the Education sector. Already the Mission's on-going projects are directly engaged in these two important organizational developments. All new initiatives should be framed into this construct.

While the Mission's strategy has been limited to the Project Assistance (PA) modality thus far, it is important that the Non-Project Assistance (NPA) option be introduced. The MOE has stated its position very clearly on this matter, and despite the understandable concerns about indigenous capacity to manage effectively this "pool/basket" approach, it is time for USAID to join the other major donors in this matter, while also maintaining its project mode of assistance.

The review and analysis of the sector by the SRT has aided in the identification of a number of vital factors which should be reflected in the new CSP. While these factors are indeed cross-cutting in nature, they are particularly important for the education component of the new strategy. These factors are the following: a) the role of the community b) the HIV/AIDS pandemic c) capacity building for planning and policy development d) the collaboration and coordination among stakeholders e) close cooperation with the MOE f) decentralization to the District level g) multi-sectoral approaches/strategies.

The current Strategic Objective 2 has served well in providing a meaningful framework for the Mission's projects in Basic Education. Support for a basic education Strategic Objective has been and will continue to be key to the over-all development efforts of the Mission and therefore should be a vital part of the new CSP.

6.2 USAID's Future Role in Project Assistance for Education In Zambia

The role of USAID in project assistance for education in Zambia should involve the following strategies: consolidation, expansion, multi-sectoral approaches, and intra/cross-sectoral modes.

In terms of *consolidation*, the value of the pilot or model strategy cannot be contested. Better project control and management of circumstances are better ensured. Respect for project objectives is stronger, especially when these are seemingly over-ambitious. The risks associated with quick scale-up decisions are minimized. Monitoring and evaluation processes are better operationalized. New constraints and challenges can be more adequately addressed.

As for *expansion*, caution must be the operational by-word. Established priorities must be respected, especially in the context of existing formal strategic plans. Time-frames must be maintained, despite the seeming early rapid successes. Unilateral shifts in plans should be avoided, and collaboration of all concerned stakeholders should be solicited.

Concerning *diversification*, all such change should be maintained within existing project components. Coordination with existing stakeholder efforts is necessary to minimize duplication and saturation of local capacity to absorb further participatory involvement.

The *multi-sectoral* approach is relatively novel in development work, but the growing complexity of the challenges, problems, and issues require its utilization, whenever feasible. The basis of this approach is the respective mutual benefits that are to accrue to all parties. Such benefits should be identified and discussed at the planning stage of the proposed activity. All parties must accept that this approach will require patience, on-going mutual respect for existing policies, priorities, and procedures of all groups involved.

Given that more and more stakeholders are looking to getting involved in a broad variety of development efforts in a particular sector, especially education, the *intra/cross-sectoral* approach is gaining popularity. The scarcity of appropriate resources (personnel, finances, etc.) and the relative difficulty of gaining access to such resources have encouraged stakeholders to resort to collaboration at the sector level. The basis of such collaboration is a commonality of interest in the sector and in some particular aspect of the sector. The MOE/BESSIP and its Component structure is an excellent example of what can be accomplished on an intra/cross-sectoral basis.

6.3 New Directions for USAID/Zambia in Basic Education

An important component of the mandate of the SRT was to seek to identify potential new directions which USAID/Zambia could consider as part of its process of developing a new CSP. While the challenges and problems confronting the MOE at the Basic Education Sub-Sector are many and complex, a review of project and non-project stakeholder documentation, the opportunity to meet with practicing educators individually and in groups, and in discussions with MOE officials across all levels of the Sub-System, the SRT was able to formulate a number of new directions for consideration by USAID/Zambia. A presentation of each of these is made in the context of the particular problem/challenge that exists, a strategy that could be utilized to address the issue, and a suggested programme of activities to operationalize the proposed strategy.

6.3.1 The Community School Sub-System

In terms of challenge, the MOE New Strategic Plan estimates that there are approximately 620,000 out-of-school children today. Presently, there are 1,149 community schools in existence, or 20.5 percent of the total Basic Education institutions. The teachers in these community schools number 2,078 in this current school-year, most of whom are not fully qualified by the MOE. A total of 140,000 pupils attend these community schools, with a gender distribution of 50 percent female and male. The Zambia Community School Secretariat (ZCSS) is the agency that manages and supervises these institutions. The challenge faced by the Community School sub-system is indeed great!

To address this challenge, it is proposed that the strategy should be to *Strengthen the Community*

School.

The following programme of activities is suggested to be implemented via the ZCSS:

- (a) In-service training programme for the unqualified teachers
- (b) In-service training programme for the Parent Community School Committees
- (c) Technical assistance to develop the assessment process for pupil performance
- (d) Capacity building for ZCSS staff in the accreditation process
- (e) Introduction of SHN programme components
- (f) Community sensitization on the value of education in the community school

Recommendation: USAID/Zambia should assist the MOE in strengthening the Community School Sub-System in Zambia.

6.3.2 Teacher Education

In the context of GRZ policy of education for all Zambian children, the MOE has had to have recourse to the recruitment of unqualified teachers into the Basic Education formal system. The number of unqualified teachers is estimated to be 8 percent of the national teacher corps. Understandably, the MOE in its desire to promote sound learning in the classroom has demonstrated a keen interest in the professionalization of the teaching profession, especially in the case of those teachers in the system who do not possess the appropriate professional qualifications. Dealing with this formidable issue is a major challenge confronting the MOE.

To address this challenge, the following strategy is proposed: *In-service training programme for unqualified teachers in the formal sector.*

The following programme of activities is suggested:

- (a) Review the criteria for the recruitment of unqualified teachers
- (b) Development of a new in-service programme, within ZATEC
- (c) Utilization of appropriate distance education modalities
- (d) Collaboration with other stakeholder teacher training programmes

Recommendation: USAID/Zambia should assist the MOE/Teacher Education Department in the training of unqualified teachers in the formal sector.

6.3.3 Decentralization

The GRZ/MOE have identified the District Education Board (DEB) as a major component of decentralization in the education sector. The DEBs have been entrusted with the responsibility for the management of basic education programmes and activities at the District level. There are 44 DEBs in existence at present, with a potential scaling up to 72 Districts. The experience of existing DEB members has demonstrated that there exists a serious lack of familiarity with MOE policy, school supervision, and community sensitization to the value and need for education.

To address this problem, the following strategy is proposed: *In-service education management training programme at the District level.*

The following programme of activities is suggested:

- (a) Development of an in-service education management programme for all DEB members
- (b) Utilization of existing education management programmes at the Tertiary level as resources
- (c) Periodic one-day workshops/seminars
- (d) Series of school visits by DEB members
- (e) Use of mobile training teams

Recommendation: USAID/Zambia should assist the MOE in the decentralization of education delivery in Zambia by training members of the District Education Boards in education management.

6.3.4 Strengthening the Service Role of NGOs and CBOs in Education

The role of NGOs and CBOs in the education sector has grown considerably and continues to exercise a critical role in providing sustainability to the delivery of education services in the communities, especially in the rural areas. However, the good work of these groups faces major challenges: 1) lack of collaboration among them as individual organizations or agencies 2) broad diversity of objectives, policies, and activities 3) scarce availability of funding 4) ability to access to resources 5) the need to strengthen their impact at all levels of the education system

To address this problem, the following strategy is proposed: *Strengthening the cooperation of the NGOs and CBOs in their educational development activities at the District level.*

The following programme of activities is suggested:

- (a) Review the process of registration/approval/recognition of NGOs and CBOs by the GRZ
- (b) Assessment of on-going NGO and CBO education activities at the Province, District, and Zone levels
- (c) Development of policies and guidelines for NGO and CBO education activities
- (d) Development of supervision mechanisms at the Provincial and District levels
- (e) Development of a standard monitoring and evaluation scheme for NGO and CBO education programmes and activities
- (f) Development and promotion among line Ministries of multi-sectoral coordination of NGO and CBO educational programmes and activities

Recommendation: USAID/Zambia should assist the NGOs and CBOs in strengthening their service role in Education.

6.3.5 Assessment of Student Performance

The MOE has selected Competency-Based Assessment and Testing as a policy for measuring student performance. The Examination Council of Zambia (ECZ) has been entrusted with the responsibility for the implementation of this new system of educational assessment. This new system requires a high degree of technical capacity among the ECZ staff. The administration of the new system at the school level also requires serious attention. There exists a major inadequacy of technical equipment at the ECZ.

To address this challenge, the following strategy is proposed: *Strengthening of the assessment/testing capacity of the ECZ.*

The following programme of activities is suggested:

- (a) Technical assistance (TA) to identify technical assessment needs
- (b) Development of a training plan for formal and in-service training of ECZ staff
- (c) Procurement of appropriate technical equipment

Recommendation: USAID/Zambia should assist the MOE/ECZ in strengthening its assessment/testing /administration process of student performance.

Implications for USAID/Zambia's new Education Strategies Framework

The general strategic objective is still very sound and it should serve as a solid foundation for the new Education Strategies Framework. Nevertheless, in the light of the new directions suggested above, it might be necessary to adjust or change the current Intermediate Results. As part of its review and analysis of the team was the mandate to formulate strategic framework options. Three separate

options have been developed. In Option I, the existing intermediate results has been maintained, but some important phraseology has been inserted into the description of the activities and indicators. In Option II, the Intermediate Results have been preserved, with the same phraseology introduced into Option I. However, new activities and indicators have been proposed. Since the possibility of introducing a Special Strategic Objective has been under discussion within the Mission, Option III proposes that a new SSO be introduced addressing the Mission's stated priority of HIV/AIDS. A description of the three Options can be found in the list of figures at the end of the report.

7. Summary of Findings

Following an extensive review of relevant literature, meetings and interviews with stakeholders and educators, a field visit to the Southern Province, and an extensive analysis of available sector data, the team identified an important number of findings. These findings have been described in considerable detail in the body of the report. The MOE Strategic Plan 2003-2007 and the whole of these findings informed the development of the team's Recommendations. A summary of these findings is herein presented in the context of various sector issues.

7.1 USAID Project Activities

- A. *School Health and Nutrition (SHN)* – A review of the programme identified the following constraints: a) the training of administrators b) the procurement of materials c) implementation of the monitoring/evaluation of the programme at the school level d) the pressure to expand prematurely the pilot project.
- B. *Interactive Radio Instruction (IRI)* – The ambitious pilot project has been successful. However, these weaknesses have been identified at the MOE level: a) a lack of monitoring/evaluation b) a lack of support for materials c) the remuneration for volunteer staff d) a lack of support for community radio stations.
- C. *Community Sensitization and Mobilization Campaign (CSMC)* – There is a weak linkage concerning the respective roles and responsibilities of the line Ministries (MOE/MOH/MCDSS), the community, and the school. This is particularly evident in the function of monitoring and evaluation. The development of the pilot project as a model should serve to strengthen such linkage deficiencies.
- D. *Education Management Information System (EMIS)* – The project has succeeded in developing a sound training programme, obtaining required computer equipment and software, and establishing a training laboratory. However, there is a serious lack of available counterpart inter-facing MOE staff, and there is an urgent need for clear MOE policies and procedures for this important data management function. The current MOE restructuring process warrants a temporary suspension of the training programme and the delivery of computer equipment to the District level.
- E. *Gender and Equity* – In the context of the completion of the USAID funded MOE Programme for the Advancement of Girls' Education (PAGE), the opportunity to seek new interventions to continue to address to gender and equity concerns is fortuitous. The experience of various on-going activities within and outside of Zambia can provide valuable inputs to the introduction of new initiatives, such as a) gender appropriate curriculum b) gender across the curriculum c) equity in the classroom methodology d) bursaries e) assistance to HIV/AIDS girl-orphan victims.
- F. *HIV/AIDS* – The concerns of the pandemic are being addressed across the on-going USAID projects. In addition, MOE has developed initiatives toward meeting the problems resulting from the pandemic: a) HIV/AIDS Strategic Plan b) the Assessment of HIV/AIDS Impact on Education. The MOE is also participating actively in District HIV/AIDS multi-sectoral task forces. Such initiatives require both domestic and regional support.

7.2 MOE/BESSIP

The MOE/ BESSIP via its nine component programmes is addressing important Basic Education areas of need. However, other needs still require future attention: a) the community school sub-system b) the upgrading of untrained teachers c) the service role of the NGOs and CBOs d) decentralization e) assessment of student performance. Stakeholder assistance in such areas is necessary via project and non-project/pool-funding modalities.

7.3 Stakeholders

While USAID is recognized as exercising considerable influence in Basic Education at present via its broad project initiatives, it could enhance its impact by direct participation in the MOE/BESSIP non-project/pool-funding modality. In addition, given the high priority accorded to sustainability in all its development activities, and in particular in Education, the service role of NGOs and CBOs has been identified as key to such sustainability.

7.4 Teacher Education

Given the high attrition rate of teachers due to the HIV/AIDS pandemic, the necessity of integrating untrained teachers into the Basic Education sub-system, and the reluctance of teachers to serve in the rural areas, a grave problem is thus imposed on the MOE/Teacher Education Programme. Addressing this serious situation can exercise a direct bearing on the quality of student learning in the classroom.

7.5 New Directions

The MOE's new Strategic Plan 2003-2007, the Sector Review of the MOE/BESSIP, and USAID project activities have informed the identification of a number of new directions for future support by USAID/Zambia.

- A. *Community School Sub-System* – Stakeholder consensus indicates that the issue of the Community School Sub-System is a major challenge facing the MOE/BESSIP. The latter requires the assistance of stakeholders to address it.
- B. *Teacher Education* – The institutionalization of MOE policies to integrate untrained teachers into the system, and subsequently to promote their professional development, and the growing number of such personnel (8 percent of the national teacher corps) have created a major area of concern necessitating urgent attention.
- C. *Decentralization* – The MOE/BESSIP has implemented the decentralization policy of empowering the District Education Board (DEB) with the responsibility for the management of basic education programmes and activities at the District level. The effective execution of this policy is at risk because of the general lack of familiarity of DEB members with MOE policy, school supervision, and community sensitization.
- D. *Service Role of NGOs and CBOs* – The service role of the NGOs and CBOs in Basic Education is often thwarted by the following: a) lack of collaboration b) broad diversity of objectives, policies, and activities c) scarce availability of funding d) access to resources.
- E. *Assessment of Student Performance* – The introduction by the MOE/Examination Council of Zambia (ECZ) of the policy on competency-based assessment/testing demands the development of technical capacity (staff and equipment) and improvement of the administration of the assessment process at the school level.

7.6 USAID/Zambia Country Strategic Plan

Given the need for macro strategic planning for development to address all sectors of society,

including the Education Sector, in the context of the present and future Zambian experience, certain key factors require consideration: a) the community b) the HIV/AIDS pandemic c) capacity building d) collaboration and coordination among all stakeholders e) close cooperation with the GRZ/MOE/BESSIP f) decentralization g) multi-sectoral approach strategies.

8. Recommendations

The following recommendations have been developed as a result of a broad review of relevant literature, interviews and meetings with educators and stakeholders, a field visit to the Southern Province, an extensive analysis of available data, a careful study and analysis of the MOE's new Strategic Plan 2003-2007. As such, they are intended to contribute importantly to the improvement of Basic Education in Zambia.

8.1 USAID Project Activities

8.1.1 School Health and Nutrition (SHN)

Recommendation # 1: The on-going pilot study in the Eastern Province should be continued so as to serve as a model for expansion.

Recommendation # 2: The concept document "School Health and Nutrition Proposed Expanded Strategy 2001-2008" of July 2002 should be studied carefully; implementation of scaling up be undertaken cautiously; and, the issue of procurement of programme materials be addressed expeditiously.

Recommendation #3: A multi-sectoral collaboration should be effected (MOE/ MOH/MCDSS, private sector) to address the following issues: training of administrators, procurement of materials, implementation of the programme at the school level, and monitoring/evaluation at the school level to ensure appropriate impact on targeted beneficiaries.

8.1.2 Interactive Radio Instruction (IRI)

Recommendation # 4: The capacity building of the programmers of the MOE/Education Broadcasting Service (EBSr) by the technical assistance team of the pilot project should continue.

Recommendation # 12: The monitoring function must be strengthened to assure appropriate assessment of the programme's impact.

Recommendation # 13: The close collaboration of the line Ministries (MOE/MOH/MCDSS, and the private sector) in a multi-sectoral mode is essential to the sustainability of the programme.

Recommendation # 14: The MOE should seek to strengthen the participation of the PTAs in the programme at the community level.

Recommendation # 15: USAID should continue to support the CSMC because of its cross-cutting impact on community development.

8.1.4 Education Management Information System (EMIS)

Recommendation # 16: The preparation and consolidation of training programmes by pilot project technical staff should be continued

Recommendation # 17: The MOE should appoint counterpart staff to interface with the pilot project technical staff.

Recommendation #18: The scheduled pilot project training programmes should be reconsidered pending the results of MOE Restructuring process.

Recommendation # 19: The distribution of the computer equipment to be provided by the pilot project to the Districts should be postponed until the offices have been staffed under the MOE Restructuring process.

Recommendation # 20: The MOE should explore tapping domestic external technical experts for the Planning Unit (e.g., private sector, UNZA, etc.).

Recommendation # 21: The MOE/PU should develop and codify policies and procedures for the implementation of the EMIS, particularly for the decentralized sub-systems.

8.1.5 Gender and equity programme for girls in basic education

Recommendation # 22: Focus should be placed on student performance (retention, promotion, completion) in the formal sector.

Recommendation # 23: USAID should explore further the provision of bursaries for girls.

Recommendation # 24: A study should be undertaken to determine the degree to which the national curriculum and education materials are gender appropriate.

Recommendation # 25: The utilization of the Equity in the Classroom (EIC) methodology should be explored for implementation in Basic Education.

Recommendation # 26: The implementation of the pilot Gender Across the Curriculum Programme at the David Livingstone Teacher Training College should be continued and expanded to the other TTCs.

Recommendation # 27: USAID should evaluate the experience of the pilot "HESHEMA" Project for possible integration into the Gender Across the Curriculum Programme of the TTCs.

Recommendation # 28: USAID should explore the development of a school attendance programme for orphans, especially girls; to minimize the demand for the provision of home care by the family.

8.1.6 HIV/AIDS

Recommendation # 29: USAID should participate actively in the implementation of the MOE/HIV-AIDS Strategic Plan 2001-2005.

Recommendation # 30: USAID should continue to support HIV/AIDS activities in all its current projects (SHN, IRI, CSMC, EMIS, new Gender/Equity Programme).

Recommendation # 33: USAID should support the planned "Assessment of HIV/AIDS Impact on Education" study, especially relative to education policy and institutional impact on management structures and personnel.

Recommendation # 34: USAID should support the proposed HIV/AIDS curriculum programme "Life Skills for HIV/AIDS" of 2002.

Recommendation # 35: MOE should participate in and seek the support of the Multi-Sectoral HIV/AIDS Task Forces in the Districts.

Recommendation # 36: MOE should continue to tap into the assistance of the USAID-funded Regional HIV/AIDS Mobile Task Force Team based at the University of Natal in Durban, S.A. for the implementation of its new HIV/AIDS Strategic Plan.

8.2 MOE/BESSIP

Recommendation # 37: USAID should direct its support toward the effective execution of the new MOE Strategic Plan 2003-2007 and the implementation of BESSIP via its project activities and its potential non-project efforts.

Recommendation # 38: USAID should consider supporting other MOE/BESSIP component options in areas of identified need

8.3 Stakeholders

Recommendation # 39: USAID should participate in the non-project funding modality in support of the existing MOE/BESSIP pool-funding policy, in collaboration with other donors

Recommendation # 40: USAID should contribute to the sustainability of Basic Education in the communities by supporting NGO and CBO education initiatives and activities.

8.4 Teacher Education

Recommendation # 41: USAID should be more actively involved in the Teacher Education Programme of MOE/BESSIP, as a new programme direction.

8.5 USAID Country Strategic Plan 2004-2008

Recommendation # 42: USAID should assure its appropriate participation in the Basic Education Sub-Sector by emphasizing the following issues in its new CSP:

- (a) The community is recognized as the focal point of education development in Zambia.
- (b) The HIV/AIDS pandemic is exercising a serious debilitating impact on the Basic Education Sub-Sector.
- (c) Capacity building at all levels is crucial to quality in the Basic Education Sub-Sector.

- (d) Collaboration and coordination among stakeholders are necessary to assure effective utilization of scarce development resources.
- (e) Close cooperation with the GRZ/MOE/BESSIP is essential to guarantee appropriate impact of USAID's programmes on the Basic Education Sub-Sector.
- (f) Strengthening the decentralization process of the GRZ/MOE is vital to sound education development in Zambia.
- (g) The multi-sectoral approach is key to the development of the Basic Education Sub-Sector.

8.6 New Directions

The Sector Review of the MOE/BESSIP and USAID project activities has informed the identification of a number of new directions for future support by USAID/Zambia.

- A. *Community School Sub-System* –According to consultations held with several NGO representatives and some Ministry of Education Officials, the consensus was that the community school sub-system is major challenge facing the MOE/BESSIP. The latter requires the assistance of stakeholders to address it.

Recommendation # 43: USAID/Zambia should assist the MOE in strengthening the Community School Sub-System in Zambia.

- B. *Teacher Education* – The Officials in the Teacher Education Department and the representatives of Donor agencies like DANIDA are of the view that the policy of free basic education, institutionalization of MOE policies to integrate untrained teachers in to the Sub-Sector system, and subsequently to promote their professional development, and the growing number of such personnel (8 percent of the national teacher corps) have created a major area of concern necessitating urgent attention.

Recommendation # 44: USAID/Zambia should assist the MOE/Teacher Education Department in the training of unqualified teachers in all sectors of the system.

- C. *Decentralization* – The MOE/BESSIP has implemented the decentralization policy of empowering the District Education Board (DEB) with the responsibility for the management of basic education programmes and activities at the District level. However, consultations with the DEOs, DEB members, and the manager of this Component revealed that effective execution of this policy is at risk because of the general lack of familiarity of DEB members with MOE policy, school supervision, and community sensitization.

Recommendation # 45: USAID/Zambia should assist the MOE in the Decentralization of Education Delivery in Zambia by training the members of the District Education Boards in education management.

- D. *Service Role of NGOs and CBOs* – In the view of NGO and CBO representatives and the DEOs, the service role of the NGOs and CBOs in Basic Education is often thwarted by the following: a) lack of collaboration b) broad diversity of objectives, policies, and activities c) scarce availability of funding d) access to resources.

Recommendation # 46: USAID/Zambia should assist the NGOs and CBOs in strengthening their service role in Education.

- E. *Assessment of Student Performance* – Senior staff at the Examination Council of Zambia (ECZ) feel that the introduction by the MOE/ECZ of the policy on competency-based assessment/testing demands the development of technical capacity (staff and equipment) and

improvement of the administration of the assessment process at the school level and other learning centers (e.g., IRI, community schools, etc.)

Recommendation # 47: USAID/Zambia should assist the MOE/ECZ in strengthening its assessment/testing/administration process of student performance.

APPENDICES

Statement of Work

1. Review and Analysis of Zambia's Education Sector to Inform USAID's Next Country Strategic Plan (CSP)

1.0 Purpose

The purpose of this study is to recommend strategic options to consider during the design of our support for education in USAID/Zambia's next Country Strategy. This will include the recommendation of alternative results frameworks and potential activities to be supported by USAID/Zambia from FY04 and beyond.

2.0 The Context within Which USAID Is Currently Operating: The Basic Education Sub-Sector Investment Programme (BESSIP)

2.1 Introduction

From approximately 1978 to 1998 the Zambian education system deteriorated until it was near collapse. Information required for sound policy and management decisions was rarely available when needed. Financial resources shrank while needs increased leading to serious declines in educational quality. School infrastructure deteriorated such that textbooks, furniture and learning materials in most schools were chronically low or nonexistent. While the population grew at an average annual rate of about 3.2 percent, the number of Zambian children enrolled in school only marginally increased from 1990 to 1996, when it stagnated entirely. One result has been nearly 600,000 school-aged children out of school. Still today, in 2002, only about two-thirds of children who enter Grade One complete Grade Seven. The persistence of girls in schooling is lower than that of boys, in general, and in rural areas it is much lower. The stagnation of school enrollments owes to a number of problems including an inadequate number of schools and teachers, a declining economy badly affected by HIV/AIDS, poor educational quality, and long distances from homes to schools.

Zambia's HIV/AIDS crisis erodes capacity in the educational system by significantly contributing to teacher absences, attrition and mortality, and to a dramatic increase in numbers of school-age children who are orphaned or otherwise have diminished support from families. Girls, with less access traditionally to education, are often the first to drop out of school to care for family members who are ill, assist in household chores, food production or other economic activity.

In 1998 USAID became a partner in the Zambia Ministry of Education's Basic Education Sub-Sector Investment Programme (BESSIP). USAID's current strategy has been designed to provide support through project assistance within the framework of BESSIP, which was officially launched in 1999. Through BESSIP, the Government of Zambia has prioritized its interventions to address many of the problems that impede delivery of quality basic education in the country. BESSIP's overall objectives are to increase enrollment, achieve gender equity, reduce enrollment disparities among socioeconomic groups, and enhance learning achievement for all pupils. As a signal of its increased commitment to basic education, the Zambian Government's annual budget (discretionary funds) for education is planned to increase from 19 percent in 1998 to 25 percent in 2003.

See Appendix A for an Overview of BESSIP including its key components.

2.2 Overview of USAID's Current Support to BESSIP

USAID's Strategic Objective (SO) for Education in Zambia is "Improved quality of basic education for more school aged children" with the following Intermediate Results (IRs):

- IR 1 Improved quality of learning environments
- IR 2 Improved delivery of school-based health and nutrition interventions
- IR 3 Improved information for decision-making.

The framework includes a cross cutting component on the mitigation of HIV/AIDS impact on the education system to ensure that HIV/AIDS is addressed in all IR activities.

In accordance with our 2000 Strategic Objective Grant Agreement (SOAG) with GRZ, USAID is providing technical assistance and support to several BESSIP components, especially School Health and Nutrition, Equity and Gender, HIV/AIDS, and Over-all Management, as well as specific MOE units including the Planning Unit, Educational Broadcasting Services, and the Examinations Council of Zambia.

The ultimate beneficiaries of USAID/Zambia's next Country Strategic Plan (CSP) are Zambia's basic education school-age children. Intermediate beneficiaries are Ministry of Education personnel who are responsible for the provision of quality,

basic education for all and other Zambian current or potential stakeholders in basic education including parents, community leaders, and personnel of non-governmental and community-based organizations who contribute to and/or benefit from education for all.

3. Statement of Work (SOW)

This activity will:

- (1) conduct a desk review of current, relevant documentation and solicit the views of key stakeholders and beneficiaries that will result in a review and description of the educational successes, challenges and problems in Zambia's Basic Education System and USAID/Zambia's current experience in Zambia's education sector for lessons to consider during the design of our support for education in the next Country Strategy period;
- (2) conduct an Education Non-Project Assistance (NPA) Feasibility Study to examine the appropriateness of including NPA as a funding mechanism for providing support to the Ministry of Education's Basic Education Sub-Sector Investment Programme (BESSIP) in the future;
- (3) address USAID's cross-cutting themes as they apply to education in Zambia and USAID's support, including gender, institutional and organizational development, civil society development, crisis management, information technology, and HIV/AIDS;
- (4) identify potential activities that might benefit from strategic public/private sector or multi-sector alliances, making them more effective or efficient
- (5) prepare a briefing document, based on findings from above, that makes preliminary recommendations for the Mission's next Country Strategic Plan (CSP) for education support, which are within USAID's manageable interest, and which suggest the role that both NPA and Project assistance (PA) could play in the next strategy;
- (6) conduct a stakeholder review and consultation regarding the briefing document's recommendations and develop findings based on that consultation; and
- (7) prepare a final report of findings and strategy recommendations, including results framework alternatives to consider for the next CSP.

3.1 Milestones

This section provides details of major milestones to be achieved and suggestions for achieving each milestone. (An illustrative work and reporting schedule are summarized under Section 5.0.)

- 3.1.1 Desk Review of the Education Sector Literature. While the desk review will draw on the Ministry of Education's Five Year Strategic Plan document for a broad contextual view of the education sector, its special focus will be on the Ministry's basic education program (Grades 1-9) and USAID/Zambia's contributions to that sector through its current education strategic results framework. The team will draw on a prior literature review that provides abstracts for selected key documents on Zambia's education system as well as a draft of the Mission's general Context Study of Zambia to be completed early July. The team may also review other key, recent documents on education sector developments in other countries by using the USAID Center for Development Information and Evaluation website.

During the fieldwork, the team will incorporate findings from recent studies, as available, including but not limited to:

- MOE Unit Cost Study
- MOE Textbook Study
- MOE/USAID Evaluation of USAID support for the Programme for the Advancement of Girls Education (PAGE)
- USAID rapid appraisal of Interactive Radio Instruction (IRI) program
- Research Triangle Institutes Study on Teacher Retention and Attrition
- Sector assessments of other donors
- other studies that are being completed as part of the development of the Ministry's Five Year Strategic Plan and the BESSIP Mid-Term Assessment

Findings from a review of these studies will be incorporated into a final contextual review and analysis document to share with stakeholders.

- 3.1.2 Non-Project Assistance (NPA) Feasibility Study. The results of this study will recommend if and how USAID should provide Non-Project Assistance and whether that should be budget or sector support. It will also make recommendations on how a combination of NPA and Project assistance (PA) could be designed as an effective strategy in Zambia's context as well as provide guidelines to consider in designing future projects that are sensitive to an environment where the Government of Zambia and other major donors have moved toward sector program assistance.

- 3.1.3 Consultations. The team will consult with key beneficiaries and stakeholders including:

- key Ministry of Education (MOE) officials that can be identified with the Ministry of Education and the SO2 team but may include the Permanent Secretary, BESSIP Coordinator, BESSIP Management Implementation Team, Informal Donors Group, SO2 Implementation Advisory Committee,
- school-age children attending centers of learning and their teachers, mentors, and parents and community leaders,
- BESSIP Cooperating Partners,
- NGOs, CBOs and/or independent Zambian education professionals,
- SO2 short-term consultants working on related activities that result in findings relevant to the sector review and analysis, (e.g., consultancies in girls' education, interactive radio, HIV/AIDS, and teacher development).
- members of other SO teams who are stakeholders in SO2 (e.g., Public Health and Nutrition, Agriculture, Micro-Finance, HIV/AIDS),
- and other stakeholders as identified.

These consultations will include discussions of strategic options and frameworks with key stakeholders.

- 3.1.4 Development of Briefing Document. This document highlights key findings and recommendations/approaches regarding future strategic options and results framework for USAID's education support (2 –3 pages)
- 3.1.5 General Stakeholders Briefing. Conducting a briefing to a stakeholders meeting, presenting key findings and recommendations/approaches regarding future strategic options and results framework for USAID's education support, and obtaining their input regarding the above
- 3.1.6 Final Recommendations. Final recommendations and approaches regarding future strategic options and results framework for USAID's education support to be presented to the SO2 core team by the LT Associates research team before departure from Zambia
- 3.1.7 Final Report delivered.

4.0 Team Composition

The Education Sector Review and Analysis team will consist of a Team Leader who is an education development specialist, an NPA specialist, and two local consultants. Estimated level of effort of each team member is expected to be: Team Leader - about six weeks and local education consultant- about six weeks, the NPA specialist - about three weeks and a local NPA consultant – about three weeks. The USAID/Zambia education advisor will be a member to resource the team. The USAID/Zambia Education Specialist will also be closely consulted.

5.0 Illustrative Work and Reporting Schedule

Activity	Illus. Date
Commencement of education sector assessment and undertaking of consultations in Washington, especially regarding NPA	July 1
Contractor identifies types of organizations, individuals, or documents which are not already provided in the SOW that they wish to consult	July 4
Commencement field research team activity in Zambia	July 8
Orientation meeting for field research team consultants with Strategy Planning Team	July 10
Submission of field research team's work plan for Strategy Planning Team's review and approval, that includes activities, research questions, roles, tables of contents for final report and NPA Feasibility Report, and a final list of organizations/individuals/documents to be consulted	July 12
Orientation meetings with key stakeholders	July 15
Completed - Desk Review of Literature Draft	July 20
Completed - Non-Project Assistance (NPA) Feasibility Study Draft	July 20
Consultations	July 1 - 31
Interim findings and draft report including education strategy and results frameworks and activities	Aug 4
Development of Briefing Document with options	Aug 6
General Stakeholders Briefing	Aug 8
Final recommendations	Aug 11
Final Report	Aug 15

6.0 Deliverables

- 15 copies of work plan with activities, research questions and roles
- 15 hard copies and one electronic copy of the draft report
- 25 copies and an electronic copy of the Briefing Document

- Presentation of findings and options for education strategy and results framework
- 15 hard copies and an electronic copy of the final report which will include but not limited to table of contents; definitions of acronyms; Executive Summary; Sector Review including a Table of Current and Planned Activities of Other Donors; Options for Strategic Objective, Results Framework, and Activities; Bibliography; and List of Interviewees, meetings, and site visits.

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3. List of Persons Consulted

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