



## **Mainstreaming Higher Education in National and Regional Development in Southern Africa**

### **Regional Country Profiles**

**The Study Team are responsible for the choice and presentation of the data and facts contained in this document and for the opinions expressed therein, these are not necessarily those of SARUA nor the AAU and do not make any commitment for either association.**

The country study presented here was prepared as a part of the study “Mainstreaming Higher Education in National and Regional Development in Southern Africa” (SARUA, 2009). It forms the background data to that study and is published here as an appendix to that report. The Country Studies data has not been subjected to the same level of editorial scrutiny as the Report itself. However, we publish these country studies as supplemental information to that presented in the Report, and hope that they will be of value to other researchers in the region.

# ZAMBIA

## 13.1 Country Context

**TABLE: 1. World Development Indicators**

World Development Indicators	Yr 2006
Population, total (millions)	11.7
Population growth (annual %)	1.9
Surface area (sq km) (thousands)	752.6
Life expectancy at birth, total (years)	41.7
Mortality rate, infant (per 1 000 live births)	102
GNI (current US\$) (billions)	9.7
GNI per capita, Atlas method (current US\$)	630
Prevalence of HIV, total (% of population ages 15-49)	17

Source: *World Bank Zambia: Quick Facts*<sup>1</sup>

Zambia attained independence in 1964. It is a multiparty republic with an executive president and parliament. Zambia attained HIPC and MDRI status in 2005 and 2006 respectively, which resulted in debt reduction from US\$7.2-billion to US\$0.5-billion. The average annual real GDP growth rate is 4.9 percent over the past seven years, in contrast with the earlier period of reform between 1991 and 1998 when GDP growth averaged 0.1 percent annually. Inflation stood at 8.2 percent at the end of 2006 and rose marginally to 9.4 percent by the end of September 2007 as money growth exceeded set targets. The fiscal deficit has been around 2.7 percent for the last two years, with domestic financing of close to 2 percent. Given the strong economic growth, the overall poverty headcount has declined from 73 percent in 1998 to 68 percent at the end of 2004, which is not sufficient to meet the poverty MDG.

## 13.2 Planning Context

**Vision 2030:** Zambia is striving to 'become a prosperous middle-income country by the year 2030'. Underpinning this vision is the theme of 'broad-based wealth and job creation through citizenry

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<sup>1</sup><http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/ZAMBIAEXTN/0,,menuPK:375700~pagePK:141132~piPK:141109~theSitePK:375589,00.html> accessed 20 August 2008

participation and technical advancement'. Economic infrastructure and human resources development are the two key strategic areas which define Zambia's development goals, as outlined below:

Policies will be put in place that accelerate and sustain economic growth and enable the poor to participate and benefit from the growth process and specifically to:

- Reach middle-income status
- Significantly reduce hunger and poverty
- Foster a competitive and outward-orientated economy

Within this broad context the **Fifth National Development Plan (FNDP) 2006 – 2010** was created and carries the following principles:

- Growth stimulating interventions have a 'high premium'
- There needs to be a balance between growth and equity
- There needs to be a balance between growth and poverty reduction
- Neglected infrastructure must be renewed

Guided by these principles national expenditure is targeted towards the following areas:

- Agriculture
- Infrastructure
- Health
- Education and skills development
- Water and sanitation
- Public order and safety

### **13.3 Education Context**

Very much in line with the broad planning context, Government intends education 'to serve individual, social and economic well-being and to enhance the quality of life for all'. This aim is underpinned by the following guiding principles; liberalisation, decentralisation, equality, equity, partnership and accountability.

The Zambian Government maintains that EFA goals and targets agreed on at the World Education Conference in Jomtien in 1990 are strategic in the provision of basic education and continue to guide national policy.

The three priority areas in the education sector are:

- Recruitment of teachers (5 000 per annum)
- Procurement of educational material
- Construction of classrooms and teachers' houses

Zambia's FNDP 2006 – 2010 recognises education and skills development as a priority target expenditure area. Maintaining, without duplicating, much of the focus of the earlier Ministry of Education Strategic Plan (MoESP) 2003 – 2007, the FNDP aims to have large-scale interventions to provide quality education and skills development. There is a recognition that skills are at 'critical short supply'. The FNDP also states that the education sector is under stress due to the large increases in enrolment over the previous five years.

The FNDP aims to reduce the high pupil/teacher ratio and stop 'double and triple shifting'.<sup>2</sup> Although the FNDP states that free basic education has created financial constraints, it aims to increase government spend on education from 16 percent to 22 percent (2006 – 2010).

The Education Sector National Implementation Framework (NIF) 2008 – 2010 is the education sector's implementation plan for the FNDP 2006-2010. Adopted in October 2007, the NIF adapts the broad developmental objectives of the FNDP into specific activities and serves as a mechanism for monitoring implementation performance. The NIF's vision, mission, goals and objectives are detailed in the table below:

**TABLE: 2. Education Sector National Implementation Framework 2008 – 2010**

<b>Vision:</b> Innovative and productive lifelong education and training accessible to all by 2030.	
<b>Mission:</b> Providing equitable accessible education and skills training opportunities for sustainable livelihood and development	
<b>Goals</b>	<b>Objectives</b>
a) To ensure universal basic education provision to children	a) To strengthen or establish institutional frameworks to co-ordinate provision of education through government, community and private institutions
b) To ensure that opportunities exist for all citizens to have equitable access to ECCDE,	b) To introduce policy changes reflective of

<sup>2</sup> This is the practice of using a classroom 2 and 3 times per day to teach a different batch of pupils.

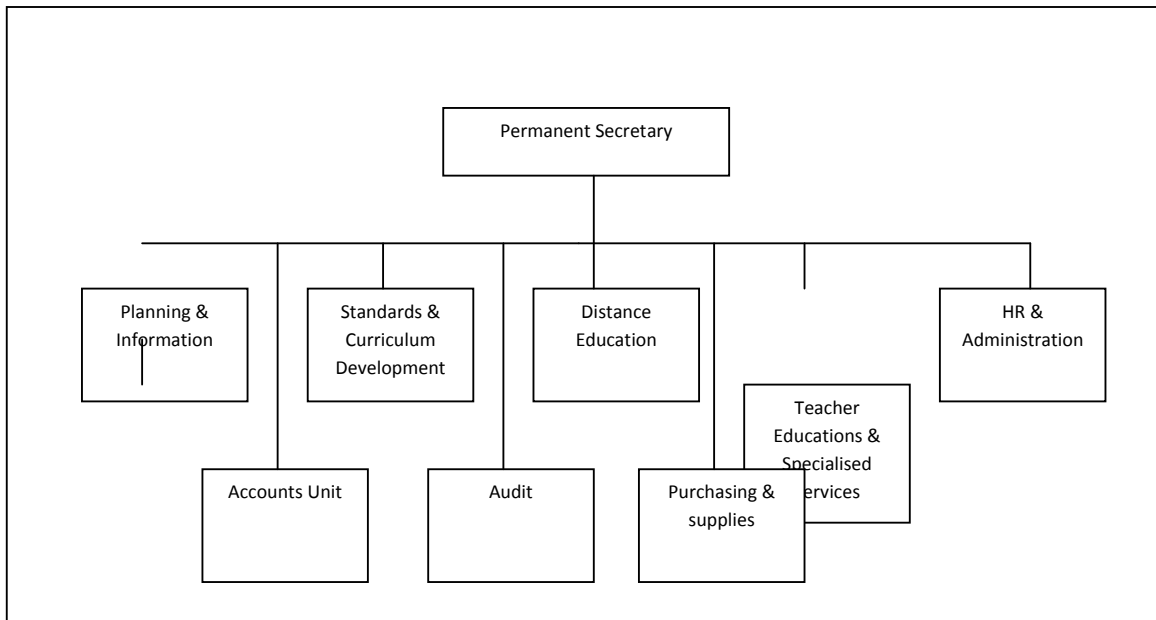
basic and high school, tertiary education and/or vocational training	the current educational requirements
c) To improve the quality and relevance of education and skills training	c) To promote use of alternative modes of education provision
d) To promote efficiency and cost-effectiveness	d) To promote use of responsive monitoring of standards and assessment tools
e) To ensure that library services are improved to contribute to high standards and quality of education in Zambia.	e) To enhance provision of teaching/learning material and equipment.

There is a dissonance between the FNDP and the Education Sector National Implementation Framework 2008. The Education Sector Plan (as seen in the vision and mission) has a social growth focus on lifelong learning and sustainable livelihood with very little connection to the economic development focus of the FNDP. The goals and objectives have a particular inward focus on efficiency gains and very little focus on effectiveness and relevance to national economic growth and development plans.

The Ministry of Education's Education Sector Infrastructure Operational Plan 2008 is an operational plan (only for 2008) to construct 1,527 new classrooms to create space for 137,000 children 'under the mode of double shifting'. 'The funding sources will come from both co-operating partners and government's own resources and are fully covered in the annual work-plan for 2008. The specific goals are:

- Construction of 1,527 classrooms
- Construction of 228 teachers' houses
- Complete the construction of 698 classrooms (commissioned in a previous year)
- Continue with the construction of 31 high schools under the contractor mode whose tendering processes commenced in 2007

**DIAGRAM: 1. Organogram of Education Sector**



**TABLE: 3. Formal Education System in Zambia**

Level of Education	Grades	Number of Years	Age Range	National Examination/Certificate
Basic Education	Grades 1-9	9	7-15yrs	
High School	Grades 10-12	3	15-18yrs	
Professional/Tertiary		4		

The Government of Zambia is embarking on a process to decentralise school provision to local-government level. This is included in the Education Bill 2007, which had not been passed at the time of writing. It should also be noted that pre-university education in Zambia is currently being

reorganised into the two levels outlined above and was previously broken down into primary schools (Grades 1 – 7), secondary schools (Grades 8 – 12) and high schools (Grades 10 – 12). The Ministry of Education is also mandated with early Childhood, Care, Development and Education (ECCDE). In the context of non-formal education the Ministry of Education recognises two alternative approaches to primary schooling. These are community schools and radio centres by Education Broadcasting Services.

Public schools make up 95 percent of the total number of education institutions. This is inclusive of Grant in Aid or Community Schools and the Interactive Centres through the Education Broadcast Services. The Government encourages private providers of education and the registration of private schools is on the rise. At basic school level 82 percent of schools are in rural areas, while at high school level there is a fifty/fifty split between urban and rural schools.

**TABLE: 4. Basic Pupil Intake of Zambian Schools**

<b>Information Type</b>	<b>Basic (Grades 1-7)</b>	<b>Basic (Grades 1-9)</b>	<b>High (Grades 10-12)</b>
<b>Number of Institutions</b>			
2006	7,627		556
2007	8,013		583
<b>Gross Intake (Grade 1)</b>			
2006	136.01%		
2007	145.80%		
<b>Enrolment Total (and % girls)</b>			
2005		2,848,357 (48.8%)	167,612 (19.4%)
2006		2,982,835 (49%)	193,726 (44.3%)
2007		3,135,797 (48.9%)	216,897 (45.3%)
<b>GER</b>			

	<b>2006</b>	123.40%	109.20%	25.03%
	<b>2007</b>	129.60%	114.80%	27.42%
<b>NER</b>				
	<b>2006</b>	97.4%	95.8%	22.2%
	<b>2007</b>	102.4%	100.5%	24.6%
<b>Learner /Teacher Ratio (Government Schools Only)</b>				
	<b>2006</b>	54:1	32:1	20:1
	<b>2007</b>	53:1	32:1	19:1
<b>Examination Pass Rates ^</b>				
	<b>2006</b>		48.3%	61.30%
	<b>2007</b>		55.1%	56.90%
<b>Completion Rate +</b>				
	<b>2006</b>	85.3%	43.2%	17.7%
	<b>2007</b>	90.7%	47.0%	19.7%
<b>Transition Rate*</b>				
	<b>2006</b>	51.9%	38.3%	
	<b>2007</b>	54.5%	38.7%	

Source: Millennium Development Goals database/United Nations Statistics Division and Republic of Zambia, Ministry of Education, Educational Statistical Bulletin 2006 and 2007.

*^ Data under Basic (Grades 1-9) reflects the exam pass rate for Grade 9 and the data under High (Grades 10-12) reflects exam pass rate for Grade 12*

*+ Data under Basic (Grades 1-7) reflects completion rate up to Grade 7, data under Basic (Grades 1-9) reflects completion rate up to Grade 9 and data under High reflects completion rates up to Grade 12*

*\* Data under Basic (Grades 1-7) reflects the transition rate from Grade 7 to 8 and the data under Basic (Grades 1-9) reflects the transition rate from Grade 9 to 10*

Observations of the general education statistics for Zambia indicate encouraging upward trends. Not only has the Gross Intake at Grade 1 increased by nearly 10 percent between 2007 and 2008, but

GER figures have improved across all levels of pre-university education. Basic education has very high participation rates.

However, levels of concern are raised about the efficiency of the basic education system. Less than 50 percent of pupils finish basic schooling in Grade 9. The bottleneck from basic education to high school reflects the attention that the nine years of basic schooling received in the MoESP 2003 – 2007 and the formation of the Basic Education Sub-Sector Investment Programme (BESSIP), which was to put the development of basic education into operation. The indicators for quality are also a little disappointing in the context of the commitment to basic education. Completion rates at Grade 9 were just 47 percent in 2007 and appear to indicate the extension of basic education to nine years has still to be fully incorporated into society and the schooling system. While the number of schools is rising there is an under-provision of secondary schools (less than 7 percent of the total number of schools). There also appear to be quality issues at secondary school level as only 60 percent of pupils pass Grade 12 and the ability for the curricula to prepare learners for a life after schooling has been questioned.

In a continent-wide comparison of basic education achievement, conducted by the Southern African Consortium for Monitoring Educational Quality (SACMEQ), Zambia trailed 13th out of 14 countries. At primary school level, Zambia currently has a 53:1 pupil/teacher ratio, which increases to more than 80:1 in rural areas. In addition, 'double shifting' of schools and teachers is a common practice. At high school level GER in 2007 stood at just 27 percent, compared to a norm of 32 percent for developing countries. (World Bank, PER, 2006)

### **13.3.1 Focus on Higher Education**

#### **13.3.1.1 Policy environment**

#### **The Fifth National Development Plan (FNDP)**

Higher education receives minimal attention in the FNDP, despite the fact that all the priority areas of the plan require skilled professionals. Out of the six top priorities included in the FNDP, the only area that mentions human resource development is health. (The FNDP states that there has been a massive exodus of health professionals, and that 50 percent of health posts are vacant.) Universities would need to train doctors and other health professions requiring a degree. The FNDP also states the need to recruit 5,000 teachers per year, a significant proportion of whom will study at university. Tertiary and Vocational Educational Training receive more of a priority than do universities in the FNDP. The Target Priorities state that expenditure on TVET will be scaled up to 0.6 percent by 2010 from 0.3 percent in 2006 to 'absorb large numbers coming from basic and high school sub-sectors.' (GRZ. FNDP. 2006 – 2010)



Improved Efficiency	Unit public spending per student as % of GDP per capita	3.5 times of GDP per capita	2.5 times of GDP per capita	Equal to GDP per capita	Clear policies on private provision; cost sharing and bursary schemes targeting needy students	No clear policy	All policies in place	All policies in place
					Share of cost sharing students (both in public and private institutions)	10%	25%	40%

There are dangers in targeting a reduction of the unit cost as an indicator. It is assumed that the GRZ intends reducing the unit cost per student by reducing their subsidy and passing this on to the student. In Zambia, a significant proportion of the unit cost is accommodation. Cutting back on the tuition and accommodation subsidy from GRZ may act as a disincentive to study leading to the disadvantaging of students unable to afford these fees.

### Issues to be addressed

The Education Sector National Implementation Framework 2008 recognises that universities are semi-autonomous and that specific activities are the jurisdiction of the university council, but 'has the expectation that the following issues should be addressed during the FNDP implementation period':-

1. Improve general management – in particular financial and HR
2. Address dilapidated and inadequate infrastructure – with more investment in learning and student accommodation; rehabilitating existing infrastructure and involving the private sector in infrastructure provision
3. Improve staffing levels
4. Investment in learning environment – laboratories; libraries; recreational facilities
5. Align programmes and curricula with labour market demands
6. Expand teacher education, especially for maths and science, through both the public and private sector
7. Strengthen university capacity to undertake gender-related research

The GRZ is clearly shifting towards less public spending on universities. Recent practical implementation has been the opening of Mulungishi University as a public/private partnership, which will be a full fee-paying institution, and the move by the University of Zambia (UNZA) to remove the admission criteria for fee-paying students.

Stating that universities are 'semi-autonomous' skirts the fact that financially universities have no real autonomy. The universities depend totally on GRZ funds for their existence. In addition, the Minister of Education has the right to appoint the university council. In this light, the universities, in their current status, are 100 percent dependent on the GRZ to address all seven of the above issues.

### **Education Sector Infrastructure Operational Plan 2008**

The Education Sector Infrastructure Operational Plan 2008 does not include funding or operational plans for higher education institutions. However, the foreword states that 'at tertiary level the ministry will continue with the infrastructural support to the two public universities and the third new university'.

#### **13.3.1.2 Profile of Higher Education**

- 2 public universities: UNZA – (University of Zambia) and CBU – (Copper Belt University)
- 1 public/ Private Mulungushi – opened in 2008
- 5 private universities
- 14 Colleges of Education. In 2000 the colleges had a combined enrolment 8 970 in and a 2007 combined enrolment 9 235. Their 2006 combined staff complement was 501 and decreased to 479 in 2007. On average, over 2006/2007, 24 percent of the staff were female.

**TABLE: 6. Universities and College Enrolment in Zambia**

#### **University of Zambia (UNZA)**

Based in the capital – Lusaka

Total Student Population (2007) 10 107

Academic Staff Compliment (2007) 919

UNZA offers – Agricultural Sciences; Education; Engineering; Humanities and Social Sciences; Law; Medicine; Mining; Natural Sciences and Veterinary Medicine.

### **Copperbelt University (CBU)**

Based in Kitwe (in Copperbelt Province)

Total Student Population (2007) 4 155

Academic Staff Complement (2007) 238

CBU Offers: Business Studies; Environmental Studies; Land Surveying; Natural Sciences Technology; and Forestry

### **Mulungushi**

Based in Kabwe (Central Province)

Statistics were not accessed

Mulungushi University opened in January 2008. The first intake is currently in its second semester. Since it was previously a college, infrastructure is still being upgraded to fully house a university. Mulungushi University is a new venture of the Government of Zambia and it is planned that it will be self-financing in partnership with Konkola Copper Mines (KCM), Zambia's biggest mining company. The university was previously the National College for Management and Development Studies.

### **University Enrolment 2006**

University enrolment increased by 9.2 percent from 2005. Female students accounted for 35 percent of the total university enrolment.

**TABLE: 7. University Enrolment 2006**

University	UNZA		Total UNZA	CBU		Total CBU	Total
	M	F		M	F		
<b>Business</b>				594	187	781	781
<b>Built Environment</b>				594	140	734	734
<b>Natural Sciences</b>	835	539	1,374	287	70	357	1,731
<b>Technology</b>				1,242	185	1,427	1,427
<b>CLLE</b>				464	251	715	715
<b>Agriculture</b>	280	118	398				398

<b>Education</b>	2,449	1,979	4,428				4,428
<b>Engineering</b>	331	33	364				364
<b>Humanities and Social Science</b>	1,100	946	2,046				2,046
<b>Law</b>	250	184	434				434
<b>Medicine</b>	478	233	711				711
<b>Mines</b>	166	7	173				173
<b>Veterinary</b>	90	41	131				131
<b>Total</b>	5,979	4,080	10,059	3,181	833	4,014	14,073

32 percent of students are enrolled in social and natural sciences and 5.5 percent in engineering. The vast majority of students are funded by the GRZ and the 2005 figures do not reflect the country's need for professional skills to implement the FNDP.

**TABLE: 8. University Enrolment 2007**

University	UNZA		Total UNZA	CBU		Total CBU	Total
	M	F		M	F		
<b>Business</b>				476	249	725	725
<b>Built Environment</b>				586	173	759	759
<b>Natural Sciences</b>	835	538	1,373	240	118	358	358
<b>Technology</b>				992	529	1,521	1,521
<b>CLLE (computer related)</b>				561	231	792	792
<b>Agriculture</b>	280	118	398				398
<b>Education</b>	2,462	2,003	4,465				4,465
<b>Engineering</b>	331	33	364				364

<b>Humanities and Social Science</b>	1,102	952	2,054				2,054
<b>Law</b>	250	186	436				436
<b>Medicine</b>	479	233	712				712
<b>Mines</b>	166	7	173				173
<b>Veterinary</b>	90	42	132				132
<b>Total</b>	5,995	4,112	10,107	2,855	1,300	4,155	14,262

**TABLE: 9. University Staffing 2006**

University	UNZA		CBU		Total
	M	F	M	F	
<b>Business</b>			26	3	29
<b>Built Environment</b>			36	5	41
<b>Natural Sciences</b>	90	19	16	1	126
<b>Technology</b>			60	2	62
<b>CLLE</b>			45	7	52
<b>Agriculture</b>	34	13			47
<b>Education</b>	56	11			67
<b>Engineering</b>	44	1			45
<b>Humanities and Social Sci.</b>	114	24			138
<b>Law</b>	10	4			14
<b>Medicine</b>	85	30			115
<b>Mines</b>	21	0			21

<b>Veterinary</b>	31	6			37
<b>Total</b>	485	108	183	18	794

**TABLE: 10. University Staffing 2007**

UNZA		CBU		TOTAL
M	F	M	F	
423	496	219	19	1,157

**TABLE: 11. University Management and Administration 2006**

UNZA		CBU		TOTAL
M	F	M	F	
238	85	80	33	436

The gender equity of CBU staff is unbalanced in favour of males, whereas UNZA appears to have reached a good balance, although this does not yet flow up to management level.

### 13.3.1.3 Governance

**Legislation** – the University Act (no 11 of 1999)

There is no higher education department nor are there dedicated HE personnel at the Ministry of Education. The three universities are viewed as semi-autonomous entities. However the universities depend on GRZ funds for their existence, setting the maximum student tuition fees.

### 13.3.1.4 Research

The Ministry of Science, Technology and Vocational Training (MSTVT) is the government body tasked with creating an enabling environment for public and private participation in development-related research. The country has 15 research agencies, covering the fields of science and technology; health; industry; agriculture; forestry and policy. (Detail on the research output of the University of Zambia (UNZA) is supplied in the UNZA Case Study.)

### **Case study: University of Zambia (UNZA)**

In 1965 the University of Zambia was opened by the President, Dr Kuanda, who became its Vice-Chancellor. The university began with three schools: Education, Humanities and Social and Life

Sciences. Engineering was added in 1969 and Medicine in 1970. In its first year the university enrolled 312 students and by 1970 had increased this enrolment to 1 000. A second university was opened in Kitwe in 1978, which later became known as the Copperbelt University.

### **Governance of UNZA**

The university is governed by a council of 16 members. The Minister of Education has the right to appoint the university council. Membership includes the Permanent Secretary from the Ministry of Education and the Permanent Secretary Budget and Economic Affairs of the Ministry of Finance and National Planning. The council has two committees: Finance and Infrastructure, and Human Resources.

The Senate consist of 45 members and has 13 committees: bookshop, examinations, general counselling, library, quotas, scholarships and prizes, entrance criteria, admissions, distance education, publications, research, Board of Graduates, and honorary and higher degrees.

### **Admission criteria for undergraduate programmes**

A pass at 'credit level' five is equivalent to Zambian School Certificate Subject or five O-levels in the correct subject combination. In 2006/2007, the senate 'liberalised' admission which saw an increase of enrolment from 7 750 to 9 980 students. The granting of a government bursary has acted as an admissions screening process for the university. With the new 'liberalised' system the university allowed self-paying students, even if they only had the minimum entrance requirements. (The reference to minimum requirements is not clear, but appears to indicate that bursaries are offered on a merit basis.)

### **Finances**

**TABLE: 11. Summarised Income and Expenditure by Percentage in 2005**

<b>Source of Income</b>	<b>%</b>
GRZ Recurrent Grants	47.90
GRZ Special Grant (outstanding bills)	8.26
GRZ rehab and sector pools	4.56

Research and consultancy	4,35
Business ventures	1.81
Full time tuition GRZ	15.08
Full time tuition non-GRZ	9.18
Part-time tuition and other fees	5.40
Accommodation fees	2.63
Other <sup>3</sup>	1.00

**TABLE: 12. Major expenditure by Percentage in 2005**

Expense Item	%
Salaries and personnel costs	80.31
Property maintenance and repairs	5.44
Instructional expenses	2.56
Office expenses	2.33
Staff training costs	2.18
Research and consultancy	1.76

**TABLE: 13. Student Fees 2007-2008**

		Zambians	Non-Zambians
Arts Based	(includes education)	4,950,000	US \$ 4,637
Science Based	(including engineering	5,670,000	US \$ 5,667
Medicine Based		6,750,000	US \$ 7,044
Accommodation		725,000	

### Staff statistics (2005)

<sup>3</sup> Other includes printing and photocopying; publications, conference income, interest, donations, rental received, books and periodicals,

- Management: 17
- Professional/Technical: 172
- Ancillary: 516

UNZA has 479 academic staff of which there are 21 professors (one female); 27 associate professors (two female), 57 senior lecturers (nine female) and 374 lecturers (87 female).

### **Research and publication**

In collaboration with the Belgian VLIR-Interuniversity Co-operation Programme (IUC), UNZA hosted a conference in 2005 which included the presentation of 42 technical research reports in the fields of Veterinary Medicine; Food Science and Technology; Geology; Soil Science and Information and Communication in Education. Of the papers presented:-

- 14 were authored by Zambian citizens, including UNZA staff
- 18 were co-authored by UNZA scholars with VLIR IUC Belgian mentors
- 10 were authored by African scholars in other African countries

The Vice-Chancellor, in the 2005/6 Annual Report, recognised that the 'combined research output of UNZA's 400+ academic staff remained a challenge'.

In 2005, the Foundation 50 Academic Society was launched at UNZA by a multi- discipline group of UNZA scholars who aspire to have 50 peer-reviewed journal articles published.

### **International co-operation**

The 2005 annual report, notes that UNZA continues to enjoy a wide range of supportive co-operation programmes. The Vice-Chancellor recognises the launch of SARUA as 'an important new support mechanism'.

## **13.4 Financing Context**

The budget documentation in Zambia is complicated and data had to be aggregated from line items that were disaggregated across provinces and various district and regional offices. The data used represents only the line items included under the head totals for the particular ministry. In other parts of the budget, in particular under allocations to the Office of the President in each province, there are additional (small) allocations to health and education. The

figures thus may not concur with other published figures. Furthermore, the figures quoted for the 2005 to 2007 period are the actual allocations released by the Ministry of Finance and National Planning. In some instances these vary greatly from the budgeted figures.

### 13.4.1 Trends in allocation

TABLE: 14. National Budget Allocations

<i>Kwacha</i>	2005	2006	2007
<b>Allocation</b>	<b>Release</b>	<b>Release</b>	<b>Release</b>
<b>Total Expenditure</b>	6,394,508,903,292	6,971,876,922,157	8,820,225,157,697
<b>Total Education</b>	1,016,061,121,717	1,280,136,376,019	1,705,969,277,901
<b>% of budget</b>	15.89%	18.36%	19.34%
<b>% of GDP</b>	3.13%	3.26%	3.75%
<b>Total Health</b>	445,343,947,811	605,429,905,192	772,877,864,099
<b>% of budget</b>	6.96%	8.68%	8.76%
<b>% of GDP</b>	1.37%	1.54%	1.70%
<b>Community Dev &amp; Soc Services</b>	66,859,074,416	61,038,907,958	62,960,066,048
<b>% of budget</b>	1.05%	0.88%	0.71%
<b>% of GDP</b>	0.21%	0.16%	0.14%
<b>Total Defence</b>	711,364,977,995	784,566,309,935	952,451,744,959
<b>% of budget</b>	11.12%	11.25%	10.80%
<b>% of GDP</b>	2.19%	2.00%	2.09%
<b>GDP</b>	32,456,300,000,000	39,223,100,000,000	45,482,230,000,000

Source: Ministry of Finance and National Planning Budget Status Reports (2005 – 2007) and Economic Report 2007

The table above indicates that expenditure on Education occupies a large proportion of the total budget at an average of 17.9 percent over the 2005 to 2007 period. Spending on Education increased from K1,016-billion in 2005 to K1,706-billion in 2007 at an average annual rate of 29.6 percent. Over the same period, Health expenditure increased at an average annual rate of 31.7 percent; Community Development and Social Services expenditure decreased at an average annual

rate of 3.0 percent; and Defence expenditure increased at an average annual rate of 15.7 percent. Furthermore, between 2005 and 2007 Education spending as a percentage of GDP increased slightly from 3.13 percent to 3.75 percent while Defence spending as a percentage of GDP decreased slightly from 2.19 percent to 2.09 percent. It appears that the Zambian Government is increasing allocations to Education and Health at a significant rate while spending on Community Development and Social Services is lagging.

**TABLE: 15. Education Budget Allocations**

<i>Kwacha</i>	2005	2006	2007	2008
	Release	Release	Release	Budget
<b>Total Education</b>	<b>1,016,061,121,717</b>	<b>1,280,136,376,019</b>	<b>1,705,969,277,901</b>	<b>1,878,883,247,277</b>
<b>General Education &amp; Support Services,HO,Regional District</b>	250,897,552,905	546,348,903,429	1,005,345,589,602	478,887,662,796
<b>% of Total</b>	24.69%	42.68%	58.93%	25.49%
<b>Basic Schools</b>	503,592,413,857	434,076,297,203	357,084,246,114	883,793,648,622
<b>% of Total</b>	49.56%	33.91%	20.93%	47.04%
<b>High Schools</b>	95,036,184,377	102,831,617,433	80,796,306,875	208,083,368,251
<b>% of Total</b>	9.35%	8.03%	4.74%	11.07%
<b>Teacher Training</b>	24,505,483,454	28,327,369,156	28,636,247,467	43,189,310,609
<b>% of total</b>	2.41%	2.21%	1.68%	2.30%
<b>Higher Education</b>	139,761,955,785	167,084,951,544	231,569,961,760	261,518,711,310
<b>% of total</b>	13.76%	13.05%	13.57%	13.92%
<b>Distance Education</b>	2,267,531,339	1,467,237,254	2,536,926,083	3,410,545,689
<b>% of total</b>	0.22%	0.11%	0.15%	0.18%

Source: Ministry of Finance and National Planning Budget Status Reports

Spending in the National Education budget is dominated by General Education and Support Services, HO, Regional and District Offices and Basic Schools. It is difficult to analyse the Zambian budget as programmes are not consistent and in some cases items are moved between programmes over the

years. Over the four-year period the majority of the budget has been allocated to the General Education and Basic Schools programmes, which receive on average 37.9 percent and 37.8 percent of the total budget respectively. As a percentage of the total budget, spending on higher education remains fairly constant, at an average of 13.6 percent. However, in nominal terms allocations increase from K139.7-billion to K261.5-billion which represents an average annual growth rate of 23.2 percent.

### 13.4.2 Activity Support

**TABLE: 16. Breakdown of Higher Education Budget**

<b>Kwacha</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
	<b>Release</b>	<b>Release</b>	<b>Release</b>	<b>Budget</b>
<b>Total Higher Education</b>	<b>139,761,955,785</b>	<b>167,084,951,544</b>	<b>231,569,961,760</b>	<b>261,518,711,310</b>
<b>Support to institutions</b>	<b>81,796,692,134</b>	<b>92,978,416,074</b>	<b>107,013,152,664</b>	<b>112,013,152,664</b>
<b>% of total</b>	<b>59%</b>	<b>56%</b>	<b>46%</b>	<b>43%</b>
UNZA	65,285,486,021	66,751,529,126	74,966,722,520	74,966,722,520
CBU	16,511,206,113	23,153,114,461	27,972,657,657	27,972,657,657
NCMDS		3,073,772,487	4,073,772,487	9,073,772,487
<b>Support Services to universities</b>			<b>45,963,055,343</b>	<b>60,911,804,893</b>
<b>% of total</b>			<b>20%</b>	<b>23%</b>
Outstanding Bills for Universities			38,011,804,893	60,911,804,893
New staff at 3rd University			7,951,250,450	
<b>Bursary Committee</b>	<b>57,965,263,651</b>	<b>74,106,535,470</b>	<b>78,593,753,753</b>	<b>88,593,753,753</b>
<b>% of total</b>	<b>41%</b>	<b>44%</b>	<b>34%</b>	<b>34%</b>
Bursary Committee Administration	518,670,785	665,310,019	805,937,538	805,937,538
Student Bursaries Abroad	8,554,814,902	6,314,340,271	7,253,437,838	7,253,437,838
Student loans and bursary awards UNZA	33,456,034,644	40,592,051,064	24,162,189,789	28,120,024,327
Student loans and bursary awards CBU	15,435,743,320	25,473,594,039	10,566,251,050	11,566,251,050
Equity Fund NCMDS		1,061,240,077	805,937,538	
Enhancement of Student welfare and learning environment UNZA			25,000,000,000	26,978,822,000

Enhancement of Student welfare and learning environment CBU			10,000,000,000	13,869,281,000
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Source: Ministry of Finance and National Planning Budget Status Reports

In practice the public universities receive four types of allocations from the Ministry of Finance:

- Grants
- 'Outstanding Bills'
- Bursaries and loans
- Infrastructure Grants

**Payment of Grants:** Grants transferred from the Ministry of Finance are not paid out according to a schedule and are paid in arrears. This results in the universities being in a permanent cash flow crisis and at times staff salaries are not paid. In July 2008 the staff of both universities were on a 'go slow' in protest against low remuneration packages and unpaid salaries. In the Vice-Chancellor's Statement 2005, Professor Serpell stated that the preceding year (2004) had been challenging due to the national government's commitment to 'fiscal austerity' which resulted in major funding constraints for the university, a 'go slow' and the inability to service creditors.

**'Outstanding Bills'** is a 'bail out' fund to assist the two universities recover from debt accrued since the early 1990s. The majority of debts are owed to unpaid salaries and pension payouts from previous years. This is a discretionary grant and is not guaranteed (in 2006 the Minister of Finance did not approve an allocation).

**Bursaries and loans:** 80 percent to 90 percent of all students at the two universities are on bursaries/loans. 75 percent of bursary costs go to covering boarding and meals.<sup>4</sup>

**Infrastructure Grants:** CBU and UNZA have experienced 'overcrowding, dilapidated infrastructure, high student/lecturer ratios; lack of expansion in facilities; high levels of debt and inadequate education material and ICT'.<sup>5</sup>

The GRZ funding to the universities can be regarded as barely sufficient to keep them operational. After staff and running costs are covered there is little room for expansionary activity.

<sup>4</sup> The World Bank (2006) Zambia Education Sector. Public Expenditure Review

<sup>5</sup> Ministry of Education. Education Sector National Implementation Framework 2008

## 13.5 Issues and Observations

There seems to be a disjuncture between Zambia's higher-level country strategy and its spending on higher education. The country strategy has a focus on rapid economic growth through building a competitive economy, with a developed infrastructure and a focus on reducing poverty. Zambia is currently enjoying 6 percent economic growth, holds large reserves of copper and other minerals and, like most of Southern Africa, is poised for resource-driven economic recovery from being a HIPC country. However, an analysis of university enrolment figures does not indicate a strong commitment to providing the skills the country will need to support this growth. In 2005 agriculture accounted for 3 percent of GDP, industry 28 percent and services 69 percent. By comparison 3 percent of students were registered for agriculture, 5 percent for business and 4 percent for mining and engineering. The second largest group of students, after those training to be teachers are those taking social sciences. Student enrolment has the tacit approval of the GRZ, as the primary source of student funding is through the national bursary scheme. To commit government funds to funding 100 percent more social scientists than engineers indicates a lack of congruity between the country's human resource development needs and the country's spend on university students. Similarly, less than 1 percent of students are enrolled to study medicine in a country with only 50 percent of all health posts occupied.

A similar trend can be observed with regard to research, both at an input and output level. 83,7 percent of research outputs are produced in the field of agricultural sciences and the majority of research institutes funded by the GRZ have an agriculture focus.

With the Ministry of Finance and Planning (MOFP) holding membership on the UNZA board, the opportunity exists for MOFP and UNZA to structure the funding and resourcing of higher education in such a way as to entice more students into fields of study in business, mining and engineering and medicine.

The amount of money allocated to the universities by the GRZ allows for little more than survival. Foreign donor funds are channelled at central GRZ level and are, therefore hidden in the GRZ grants to the universities. UNZA, the biggest university, generates 6 percent of its revenue through business ventures and research and consultancy. Donations from the private sector, foundations and annuities are less than 0.22 percent of the university's income.

The Mulungushi University, opened in 2008 as a public/private venture, indicates a shift in GRZ thinking. It is part funded by the country's largest mining group and will be a 100 percent fee-paying university. This is the first of its kind in Zambia. Its programmes have a business focus. However as the university was only opened in 2008, no data is available.

The lowering of admission criteria for students who can pay their own way at UNZA is another interesting trend that indicates that GRZ is exploring a higher level of private funding for university studies.