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Patrick Nkhoma
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**AID ADMINISTRATION OF BILATERAL, MULTILATERAL AND
NON-GOVERNMENT ORGANISATIONS IN THE PRIMARY
EDUCATION SECTOR: A COMPARATIVE CASE STUDY
ANALYSIS OF ZAMBIA**

BY

PATRICK NKHOMA

**A DISSERTATION PRESENTED TO
THE SCHOOL OF FINANCE AND BUSINESS ECONOMICS
EDITH COWAN UNIVERSITY**

**IN CANDIDACY FOR THE DEGREE OF DOCTOR OF
PHILOSOPHY**

2001

DECLARATION

I certify that this thesis does not, to the best of my knowledge and belief:

- i) incorporate without acknowledgment any material previously submitted for a degree or diploma in any institution of higher education;*
- ii) contain any material previously published or written by another person except where due reference is made in the text; or*
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USE OF THESIS

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ABSTRACT

This is a study of the administration of aid by bilateral, multilateral and non-government organisations in Zambia during the period 1990 to 2000. The particular purpose of this study is to compare the aid programs administered by the above organisations to the primary education sector using a case study approach. The study critically analyses how the performance of these organisations is or is not influenced by setting clear objectives, by elaborate planning processes and implementation arrangements. The study uses a matrix table developed through a NUD*IST retrieval reports generated from the data collected from each organisation's documentation and in-depth interviews with key personnel.

The study responds to five key research questions. These are: (a) what are the dominant objectives for each program; (b) how these objectives are structured; (c) what is the nature of the planning process; (d) what are the main channels for executing the programs; and (e) what are the outcomes of the programs. The findings show that the aid organisations in the study have played a major role administering primary education sector programs through the provision of finance and technical assistance. However, most of these organisations, especially the bilateral and multilateral organisations have not been very effective in delivering value to Zambia's primary education sector.

Even though bilateral and multilateral aid organisations may have clearly defined objectives and elaborate planning processes, they normally use other agencies to implement their programs. The research shows that this causes loss of focus and control which consequently affects the performance of the programs. Non-government organisations, the third category of aid organisations, on the other hand, are directly involved in the implementation of the programs even though they may have no set objectives or elaborate planning processes. Their approach is to involve the members of the local communities in the selection and planning of specific projects based on local need. These organisations, therefore, register better performance as they maintain more control and are able to ensure more successful outcomes.

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MAJOR ABBREVIATIONS

ADB	<i>Africa Development Bank</i>
AES	<i>African Education System</i>
AIEMS	<i>Action for Improving English, Mathematics and Science</i>
BESSIP	<i>Basic Education Sub-Sector Investment Program</i>
CIDA	<i>Canadian International Development Agency</i>
COMESA	<i>Common Market for East and Southern Africa</i>
DANIDA	<i>Danish International Development Agency</i>
DFID	<i>Department for International Development</i>
EC/EEC	<i>Commission of the European Communities/European Economic Community</i>
ESSP	<i>Education Sector Support Program</i>
EU	<i>European Union</i>
FINNIDA	<i>Finnish International Development Agency</i>
GDP	<i>Gross Domestic Product</i>
GRZ	<i>Government of the Republic of Zambia</i>
IBRD	<i>International Bank for Reconstruction and Development</i>
IA	<i>Irish Aid</i>
IDA	<i>International Development Assistance</i>
IMF	<i>International Monetary Fund</i>
INSET	<i>In-Service Education and Training</i>
JICA	<i>Japanese International Co-operation Agency</i>
KKF	<i>Kenneth Kaunda Foundation</i>
MoE	<i>Ministry of Education</i>
MGEYS	<i>Ministry of General Education, Youth and Sport</i>

MHEST	<i>Ministry of Higher Education, Science and Technology</i>
MLSDC	<i>Ministry of Labour, Social Development and Culture</i>
MoF	<i>Ministry of Finance</i>
NCDP	<i>National Commission for Development Planning</i>
NGO	<i>Non Government Organisation</i>
NORAD	<i>Norwegian Agency for International Development</i>
NPA	<i>National Programme of Action</i>
ODA	<i>Official Development Assistance</i>
PAGE	<i>Program of Action for Girl Education</i>
PRP	<i>Primary Reading Program</i>
PIP	<i>Public Investment Program</i>
PTA	<i>Parent-Teachers Association</i>
PSP	<i>Practical Subjects Project</i>
ROCS	<i>Reformed Open Community School</i>
SHAPE	<i>Self-Help Action for Education</i>
SIDA	<i>Swedish International Development Authority</i>
SPEP	<i>Support for Primary Education Project</i>
TTC	<i>Teacher Training College</i>
TVTC	<i>Technical and Vocational Teachers College</i>
USAID	<i>United States Agency for International Development</i>
UNDP	<i>United Nations Development Program</i>
UNESCO	<i>United Nations Educational, Scientific and Cultural Organisation</i>
UNICEF	<i>United Nations Children's Fund</i>
UNZA	<i>University of Zambia</i>
WB	<i>The World Bank</i>
WVI	<i>World Vision International</i>

ZCCF	<i>Zambia Christian Children Fund</i>
ZEMP	<i>Zambia Educational materials Project</i>
ZERP	<i>Zambia Education Rehabilitation Project</i>
ZEPIU	<i>Zambia Educational Projects Implementation Unit</i>

CHAPTER ONE

INTRODUCTION

1.1 Introduction

Primary education in Zambia has witnessed significant problems over the last three decades (Shaefer, 1995; Swedish International Development Authority (SIDA), 1996). It has been a sector with huge prospects and potential contribution to the development per se in Zambia, but has continuously struggled to make progress. Some of the major problems are the deterioration of infrastructure, falling enrolment levels and low morale among teaching staff and national education administrators. The generally poor state of the Zambian economy over the last 30 years has meant that indigenous efforts to solve these problems have proven inadequate. Therefore, in the last decade a large amount of foreign aid assistance has been targeted at the primary education sector.

Donor assistance and aid administration are critical concerns in the political economies of developing countries such as Zambia. Saasa (1996) has argued extensively on the problems of aid administration in general, and also on the Zambian education sector. He has identified a number of issues including poor co-ordination of aid programs, donor dependency syndrome, donor fatigue, and problems with poor institutional capacity, at the national level, when administering donor programs. Others have highlighted similar problems in donor funding for education in Zambia. Kelly (1991) for example has criticised the emphasis of past donor assistance on higher education, with no attention to the primary education sector. Thus the adopted new direction in the 1990s has been to work more actively with donor assistance to reverse this trend of targeting higher education.

These concerns were effectively addressed at the Jomtien World Conference on Education for All held in Thailand in 1990. At this global gathering both recipient nations and donor countries and their agencies agreed that the focus should shift to primary education in order to address the basic requirement for sustainable economic development. Several studies by the World Bank, for example, have confirmed the

advantage of funding the primary sector strategy over the higher education (World Bank, 1990, 1992).

Since the Jomtien conference many more fundamental problems with aid administration have emerged (Buchert, 1995). Common to current discussions on aid programs in Zambia are issues with regard to how programs are carried out in relation to carefully structured objectives, planning processes, and implementation arrangements. It is thus, important to consider the extent to which the performance of these aid organisations relates to such processes and arrangements.

The research reported in this thesis has focused on the administration and impact of aid programs of bilateral, multilateral and non-government organisations on primary education in Zambia during 1990 to 2000. The specific purpose of the study has been to compare the aid provided by these organisations to the primary education sector. This was done by critically analysing how the performance of these organisations was or was not influenced by setting clear objectives, by designing elaborate planning processes and implementation arrangements. The study has adopted a case study approach. NUD*IST software has been used in the analysis of case data collected from the organisations' documentation and from in-depth interviews with key personnel.

The rest of this chapter states the research problem for the study and outlines the research questions that have been investigated. The research objectives are also outlined.

1.2 Research problems

The study addresses the following research problems: What has been the impact of foreign aid aimed at primary education in Zambia over the period 1990 to 2000? How has aid contributed to the performance of primary education sector in Zambia? To what extent is the performance of these aid organisations a factor of clear objectives, planning processes or implementation arrangements.

1.3 Research Questions

The key research questions are as follows:

- What are the dominant objectives and how are they structured? (Objectives setting)
- What is the nature of the planning process? (Type of Planning)
- What are the main channels of executing the programs? (Implementation)
- What are the outcomes of the programs? (Performance outcome (s))

The hypothesis for the study was that, clearly set objectives and elaborate planning processes and the implementation arrangement would positively influence performance of aid organisations.

1.4 Objectives of Study

The broad objective of this research was to analyse the administration of foreign aid on primary education using a comparative case study of the three different types of aid providers in the primary education sector. This involved three case studies that included Bilateral organisations, Multilateral organisations and Non Government Organisations (NGOs) currently operating in Zambia. Although one study had already been carried out on education and training aid to Zambia (Kaluba, 1990), this was limited to policy and management issues of the British and Swedish bilateral aid in particular. This earlier work did not consider the different types of aid providers, such as Multilateral and Non Government Organisations. Moreover, by concentrating on British and Swedish aid to education in Zambia, Kaluba's study did not draw any comparisons on the three types of aid organisations actively involved in education in Zambia.

This study has taken a broader approach by looking at all the three aid providers and drawing comparisons on their programs and the achievement of their objectives in the primary education sector. The primary education sector was chosen for this study, since it had received considerable attention in the last decade, following the 1990 Jomtien World Conference on Education for All. This focus on primary education was not significant during the period of Kaluba's study 1964 to 1989. A further factor to influence this study was the increased influx of aid activities in the last 10 years, which

have been directed at the primary education sector. This has involved 10 bilateral organizations, 6 multilateral organisations and 6 non-government organisations (NGOs). The increased focus on funding the primary sector has meant that by 1997 over 55 non-government community schools had been registered with the Zambia Community Schools Secretariat (ZCSS) (ZOCS, 1998).

Further impetus for this study has come from the fact that, despite the high numbers of donors involved in the primary education sector, primary education has still failed to meet the needs of Zambian children (Coombe, 1990; Kelly, 1991). Despite the 1990 Jomtien Conference call for Education for All by 2000, Zambia, like most Sub-Saharan African countries has not achieved a 100 per cent education rate. In 1994 four years after the World Conference, the President of Zambia, F.T.J. Chiluba, launched the National Program of Action (NPA) as a strategy to specifically respond to the needs of the Zambian children. According to President Chiluba, the Zambia NPA was a focused response to challenge all parents, NGOs, bilateral, multilateral, church organisations, provincial and local governments, and national ministries to work together to ensure that all children had access to complete and quality education at the primary levels (Government of Republic of Zambia (GRZ), 1994).

Some of the goals that the NPA aimed to achieve by the year 2000 were:

- To provide universal access to the complete primary education cycle;
- To expand early child care, education and development activities for children from 0 to 5 years, with emphasis on community-based interventions; and
- To reduce the adult illiteracy rate from 25 per cent in 1990 to 12 per cent, with female literacy no higher than that among males.

This study aims to demonstrate how the various aid organisations based in Zambia responded to the needs of the country over the period 1990 to 2000. This period was critical in that 1991 saw a democratically elected government after 27 years of totalitarian rule by the Kaunda government. Unlike the previous Government, which had centralised education policy, the Chiluba government's new policies and practices aimed to decentralise the provision of primary education in Zambia. This study investigated in particular how the three types of aid organisations were able to bring about improvement in the quality, equity and access to primary education.

1.5 Organisations Studied

This research study involved a total of twenty-two (22) aid organisation including ten (10) bilateral, six (6) multilateral and six (6) non-governmental organisations.

The following bilateral organisations were included in the study:

- The Department for International Development (DFID)- British;
- The Danish International Development Agency (DANIDA);
- The Finnish International Development Agency (FINNIDA);
- The Swedish International Development Authority (SIDA);
- The Norwegian Agency for International Development (NORAD);
- The Canadian International Development Agency (CIDA);
- The Irish Aid (IA);
- The United States Aid for International Development (USAID);
- The Royal Netherlands Embassy (RNE);
- The Japanese International Co-corporation Agency (JICA)

The multilateral organisations included were:

- The World Bank (WB);
- The Africa Development Bank (ADB);
- The Organisation of the Petroleum Exporting Countries (OPEC);
- The United Nations Education, Scientific and Cultural Organisation (UNESCO);
- The United Nations Children's Fund (UNICEF);
- The European Union (EU).

The non-government organisations supporting primary education included in this study were:

- CARE Zambia;
- Zambia Open Community School (ZOCS);

- World Vision International (WVI);
- Reformed Open Community Schools (ROCS);
- Zambia Christian Children Fund (ZCCF);
- Oxfam.

1.6 The Economic and Political Context

In order to understand the environment in which this study was conducted, an appreciation of the economic and political context of Zambia is mandatory. The section below provides an overview of the Zambian situation, and explains why there has been an increase in foreign aid activities supporting primary education sector.

Zambia covers an area of 752,600 square kilometres and in 1992 had a population of 8.2 million. The current population is 10 million (CSO, 1999). Annual population growth in the last decade has averaged 3.2 percent. Zambia has the second highest urbanisation rate in sub-Saharan Africa, with 50 percent of its population concentrated in urban areas. Over the last 20 years, Zambia has suffered severe economic decline due to external pressures caused mainly by the falling copper prices and increasing oil prices (Saasa, 1996; World Bank, 1998). However, the country has had more potential for economic recovery than most of its neighbours as it has rich agricultural and mineral wealth and its agricultural potential remains largely under exploited.

Zambia's current economic difficulties can be traced back to its historical dependence on copper (O'Brien, 1982, 1989; Burdette, 1988). During the first 10 years after independence the country's economic success was boosted by the rising copper prices which resulted in growth at a steady rate of 4 percent per annum (Bonnick, 1997). By 1974, a protracted decline in copper prices, in conjunction with a decline in copper output, contributed to a fall of more than one third in per-capita GDP (Burdette, 1988; Clark, 1989; Gulhati, 1989). These low copper prices continued to cause large and unsustainable external and internal economic imbalances which resulted in a drop in savings and investment ratios and a sharp rise in external debt. Zambia's other productive capacities have not been able to sustain these changes due to extensive strict government trade control and a large para-statal sector that is partly private and partly

government owned, which had dominated the economy in the 70s and 80s (Burdette, 1988).

Some attempts were made in mid 1980s' to restructure the economy in response to these changes. However, due to poor policy implementation strategies, prolonged low copper prices and in some instances, poor donor support, no lasting solutions were implemented. By early 1987, in a desperate effort to revive the economy, the Zambian government suspended the World Bank/IMF supported program on the grounds that it generated excessive economic and political instability. As result of this action by May 1987 Zambia defaulted on servicing International Bank for Reconstruction and Development (IBRD) and International Development Assistance (IDA) loans, causing the Bank to suspend disbursements (World Bank, 1992; Saasa, 1996). By 1988 the country was facing a rapidly deteriorating fiscal position, with high inflation, chronic shortages of foreign exchange and a proliferation of a black market. Under pressure to resuscitate the economy, the Government resumed dialogue with the World Bank in late 1988 (Saasa, 1996). This time some progress was made in liberalising the economy through relaxing foreign exchange and trade systems and reducing price controls. However, another distortion occurred in the prelude to the first multiparty general elections after two and half decades of one party government. This involved a large increase in fiscal subsidies for maize meal and increased salaries for the public sector, including teachers. This resulted in an inflation rate of 119 percent by 1991 (World Bank, 1992). Due to the high uncertainty of political commitment to reform and a slowing down of the balance of payments support, the government ended up in arrears with the IBRD and IDA group, resulting in suspending disbursements by September 1991.

In October 1991, a new Government was elected with a strong mandate to reform the economy and to reverse the economic decline. Although its 1992 budget was sustainable, there was no real increase in social sector spending. However, civil service reform was initiated, price controls were removed, and maize meal subsidies sharply reduced. By March 1992, Zambia had cleared all arrears with the Bank Group. However, to fund this new development, the Government introduced fees for social services such as education and health. Consequently, school enrolments declined, as households were unable to afford the cost of schooling and perceived the increase in the cost of sending children to school as being too high. During this period the Government

of Zambia was considering major reforms to the education system and had begun to recognise the need for other parties to be involved in the provision of education (GRZ, 1994).

1.7 Types of aid found in Zambia

Even before Zambia attained its independence in 1964, it had had access to international aid facilities through various aid organisations which could be broadly categorised as bilateral organisations, multilateral organisations, and Non Government Organisations (NGOs) (Leistner, 1966; Mwanakatwe, 1968). The bilateral organisations were those that acted as agencies for the respective countries, and were involved in negotiations with governments.

Multilateral aid is aid provided by international community agencies (Alesina, 1998). These agents represent a number of countries that subscribe and contribute to the running of the organisations by nominating representatives from their own countries.

The other type of aid organisation considered in this study was the non-government organisation (NGO). According to Alesina (1998), these organisations were formed by special community interest groups in response to a particular community need. In this case, they supported work in the primary education sector. The NGOs are mainly private agencies that seek to render community level support outside the defines of government arrangements.

1.8 Organisation of the Document

Chapter Two of this thesis begins by a discussing the historical perspectives of education in Zambia dating back to the colonial period and tracing the roles of the missionaries who were the first providers of education. The chapter also provides an overview on how education policy has evolved from the time of independence when national development plans were introduced to guide the first Zambian government policy in education and aid organisation in Zambia. The chapter also includes a general overview of types of aid involved in the primary education sector in Zambia. Finally the chapter reviews key theories and economic models on the role of education in providing economic growth including human capital approach.

In Chapter Three the research framework and methodology are presented. This covers justification for the methodology, research procedure, the reasons for adopting a case study approach, data collection techniques, and data analysis and reliability and validity interpretations.

Chapter Four provides a detailed account of how the NUD*IST report data was used in developing the Matrix tables 4.0, 4.4 and 4.8 in developing the case studies of bilateral organisations, multilateral organisations and non-government organisations. The analysis draws on issues raised by the interviewees, organisation documentation and the researcher's observation during the field visit and general discussions with key people working with aid organisations on the performance of each type of aid organisations in relation to the four constructs in the research framework.

Chapter Five presents a summary of the research findings in relation to the research questions. This chapter also presents some concluding remarks and proposes some recommendations for future aid program administration in the primary education sector in Zambia.

CHAPTER TWO

A REVIEW OF ZAMBIAN EDUCATION, DONOR AID AND ECONOMIC DEVELOPMENT THEORIES

2.1 Education in Zambia: A Historical Perspective

The aim of this section is to show from a historical perspective how education in Zambia has developed. The Zambian education system will also be discussed from an economic viewpoint as well as the critical role education has played in the political independence of the country. Historically, aid to education in Zambia dates back to the coming of the missionaries, with the colonial masters providing minimum support, a role that has changed as foreign governments play a much more supportive role in primary education. The discussion below spans this changing focus in the provision of education. It provides an explanation of how the missionaries were the pioneers of education in Zambia, and how they were partially supported by the colonial government. After independence, the Zambian Government managed the provision of education through implementing education development plans. The section also discusses the critical shortage of educated Africans at the time of Zambia's independence. Finally the section gives a historical overview of aid in general.

2.1.1 Missionary Education

The history of aid in the education sector would not be complete without considering the role of missionaries. During the period of the British South African Company (BSAC), the colonial rulers of Zambia before independence, western education was provided only by the missionary societies. The missionaries first entered Zambia through the Western province in early 1883 (Chipungu, 1992). They played an integral part in the development of Zambia through the introduction of Western education by the London Missionary Society Church in its effort to teach the Bible to the new converts (Chipungu, 1992). Little did the missionaries know that their work not

only brought Christian values but also later encouraged political and economic awareness among the indigenous people.

The BSAC encouraged missionaries to run schools by making free land available and by contributing money towards the construction of churches. Early missionaries at this time included the Paris Evangelical Mission (1885), Primitive Methodists (1893), London Missionary Society (1883), White Fathers (1891), Free Church of Scotland (1894), Dutch Reformed Church (1899) and the Open Brethren later, named Christian Missions in Many Lands (1898). By the first decade of the twentieth century, Jesuits, Seventh Day Adventists, South African Baptists, Brethren in Christ, South African General Mission and the Anglicans had also occupied the country. Late arrivals included the Wesleylian Methodists in 1913 and the Capuchin Fathers, the Franciscan Fathers, the African Methodist Episcopal Church and the Pilgrim Holiness Church who all arrived in the 1920s.

The arrival of missionaries in Zambia marked the beginning of what has now to become ongoing aid assistance in the education sector. The main purpose of early missionary education was evangelisation. Christian beliefs and basic literacy were taught to enable the people to read and understand the Bible so that they could spread the message to the rest of the community. The provision of education was limited in so much as its main objective was religious rather than economic advancement. The provision of education was also limited in the early nineteenth century as Zambia is land locked and a great distance from the coast. As a result, Zambia did not benefit fully from the mission schools due to its geographical location.

Later in the nineteenth century, more missionaries entered Zambia through neighbouring countries, resulting in increased competition for converts and a large number of bush schools being opened throughout the country. Therefore, children's access to these schools depended upon which missionary society occupied the village and also which village accepted a particular mission. Early missionaries targeted villages and it was not until the 1930s that education was introduced into the towns. The reason for this is that towns were not considered to be the origin of the African population, rather the missionaries felt that Africans came from the villages (Chipungu, 1992).

2.1.2 Colonial Government

Although the British South African Company (BSAC) provided land and limited assistance to the missionary schools, it was not until the early 1930s that a sub-Department of the Native Education was upgraded to a full Department. The role of this Department was to administer and supervise a system of granting aid to mission schools. This was the beginning of a directed effort at developing an African Education system (AES) targeted to the needs of the Zambian society. It is arguable whether the agenda of the AES was really in the interests of the indigenous population and not for the benefit of colonialist.

The main influence on the African education system in the mid 1800s originated from an evolving colonial policy based on the American-funded Phelps – Stokes Commission. This policy provided aid targeted at missionary societies, which offered primary education relevant to the practical needs of the rural population. The policy involved the upgrading of a few mission primary schools, missionary-run teacher training and future provision of government teacher training. Missionaries were assured of a continued role in education and education policy through their appointment on the Departmental Advisory Board.

The aim of the new policy on African education was to provide cheap education, enabling artisans, clerks and storekeepers to meet the needs of expanding urban towns (Dorman, 1993). However, urban education remained low because the influx of migrant labour to sustain the towns usurped considerable resources due to the mining activities on the copperbelt. In 1946, with a rise in demand for copper and the associated increased economic activity, a ten-year education development plan was approved (Dorman, 1993). The plan was aimed at providing every child with four years of education with an extra two years for urban children. This support for education meant that by the end of the 1950s, the limiting of the African desire for education through the framework controlled Federation had failed, because education was now seen as a key factor in determining social and economic standing in society (Mwanakatwe, 1968). Even the admission to the settlement scheme which was a scheme for settling African in the urban areas was now based on education and was restricted to men with some primary education. Education later provided the political leadership underlying resistance to the Federation, which culminated in a nationalist struggle for independence.

Missionary teachers in various schools encouraged student activism. By as early as 1949, the Jesuit Brothers assumed that they were educating future leaders for both the African Church and State (Mwanakatwe, 1968). This assumption was shared by other missionary societies at that time.

From the pre-colonial era, education was a mode for fostering social values and helping prepare children and adults for specific roles in society. During the colonial period, its main purpose was for evangelisation. As time passed, education prepared Zambians, firstly for subordinate positions in the settler dominated society, and in the latter years of colonial rule produced the manpower needed for the newly independent Zambia.

Before independence in Zambia, educational provision was the responsibility of different actors. On the basis of the 1953 Africa Education ordinance, the local communities, industry, and voluntary agencies in the managing of education for Africans (Zambians) supported the central and local government in Northern Rhodesia in its effort to improve education.

2.1.3 Independence

At the time of independence in 1964, Zambia had only 1500 secondary school students and 100 to 109 university graduates (Chipungu, 1992; Burdette, 1988). All the university graduates had been educated outside the country. Zambians who received education prior to 1964 had all been to missionary schools. The Manpower Report (Sikwibele, 1989) stated the deficiency as follows:

“Most African countries were, in terms of education, poorly prepared for independence but Zambia education facilities for Africans were even more deficient than elsewhere. During the colonial era, African education was not given high priority, in spite of comparative wealth, during most years, far more was spent on education for the few Europeans than all forms of education for the African population. From 1954 to 1963 European education had been a federal responsibility financed from federal taxation, which tapped the main sources of revenue... In contrast, African education was a territorial responsibility relying entirely on local funds. The result was that African education, to a large extent, was cut off from the major source of Zambia’s wealth, revenue from copper. Secondly, in spite of Zambia’s comparatively advanced industrial structure, opportunities for apprenticeship and on-the job training of Africans were hindered by racial discrimination. Until 1959, no African was permitted by law to be apprenticed in Zambia.

Thirdly, the discriminations of various sorts inside the civil service, trade unions, and in the private sector limited the opportunities for Africans to gain practical experience and responsibility in many types of work. Of course there were exceptions and many individuals and institutions had laboured for many years to right these things injustices. Indeed, without their tireless efforts, Zambia would have remained an educational desert. But the lack of priority, the general shortage of funds for education and the limitations of training opportunities meant that steps that were taken in other countries during the crucial decade before independence were not taken in Zambia. Zambia was less prepared than most other African countries to the north or east or west of Africa.”

This meant that at the time of gaining independence, Zambia experienced a more severe shortage of skilled manpower and if this situation was not resolved it would have constrained the development of the country. Therefore, immediately after independence the Zambian government adopted a centralised system of control of the education sector, which involved the Government taking over all the missionary and private schools. The rationale was that, without Government intervention non-government education would be a privilege for the wealthy, that is the colonial masters, and the poor would continue to be marginalised. Zambia’s education after independence was characterised by strong tension between political aspirations for education for all and budget constraints.

A decline in the national revenue base, due to the demands on the Zambian Government to meet its national budget requirements, meant that the gap between the political goals of free education and what was financially feasible grew wider. However, despite the budget, education expansion was rapid and broad based in the first decade of the new Government.

The most rapid growth was recorded in secondary education where an annual average growth rate of 27 percent was recorded between 1964 and 1969 (World Bank, p18, 1992). At the time of independence less than 0.5 percent of the 3.5 million population had received full primary education, so a further priority was to build more primary schools. Between 1964 and 1974 enrolments in primary school more than doubled while secondary enrolments almost quintupled (Burdette, 1988). This growth was caused by two factors: firstly, the missionaries had educated many Zambians to primary level and there were therefore large numbers of people eligible for secondary education and secondly, the need for trained manpower in the new civil service was urgent.

Sikwibele (1989) argues that the skilled manpower shortage and scarcity of skills was a major constraint on Zambia's development because:

“Firstly, the lack of skills and education in Zambia was the major constraint to expansion in the years after independence. Secondly, because this lack was so extensive in comparison with that of other developing countries that Zambia's experience serves as the pathological condition from which to study the symptoms of acute scarcity of manpower in the process of development ... At independence, Zambia had fewer skilled and educated citizens than virtually any other ex-British colony... Zambia's deprivation was the result not of poverty but of priorities.” (Sikwibele, 1989.)

One would be compelled to ask the question what went wrong in Zambia during the colonial era? Some people have argued that it was purely wrong priorities, which were responsible for placing Zambia in such a crippled position at the time of independence.

2.1.4 National Development Plans

The National Development Plans were developed during the Kaunda Government, which ruled the country from 1964 to 1991. In order for the Kaunda Government to measure progress, it developed specific national plans with set objectives for each period. The first of these was the First National Development Plan (1966-1970). This plan had as its main objective an enrolment target of at least 75 percent for all eligible primary school children by 1970.

The pace and scale of this objective soon became unsustainable due to lack of finance. In addition, the relevance of the education system to the economic demands of the newly independent nation was questioned. There was pressure to modify the syllabus to suit the new political and economic development agenda.

This led to the Second National Development Plan (1972-1976), the objective of which was for the Government to conduct a full-scale evaluation of the education system so as to identify strategies that would make education more relevant and responsive to national needs. The outcome of this review was published in the Education Reform Proposal in 1978, and became the blueprint for the development of education policy in Zambia. As this report was prepared before the economic decline and high population growth rate of the late 70s, it did not sufficiently address the

financial constraints. The most notable ramification of this and one that has bedevilled the sector even up to now was the proposal that the Government would provide nine years' free and universal basic education to every Zambian.

The Third National Development Plan (1979 - 1983) was launched to implement the 1978 proposal, but it was at a time when the economic situation had yet again worsened. The demands for universal primary education were met through a more extensive use of facilities and excessively large classes with multiple sessions.

By the time the Government was considering the Fourth National Development Plan (1989 - 1993), it had acknowledged that there was need to fundamentally revise its education strategies and aspirations. The Fourth National Development Plan was different in that it was modest and took into consideration the fiscal constraints.

In this plan the Government's objective was to arrest the continued decline of the education system and broaden access to quality education with available resources. This was achieved through strategic measures such as redirecting large shares of public resources to education and increasing education expenditure on primary education. The Chiluba Government, which took office in 1991, has retained these priorities and in addition has committed itself to rehabilitating existing physical structures and to providing necessary learning materials through an increased education budget and donor assistance.

2.1.4.1 Education Structure

Currently, Zambia's formal education system has a 7-5-4 structure, with seven years of primary education (four years of lower and three years of upper primary), five years of secondary (two years of junior and three years of senior secondary), and four years of university to first degree level. Transition from lower to higher educational levels is determined by national competitive examinations at the end of Grades 7, 9 and 12.

Historically, primary and secondary were offered at separate institutions, but this has changed with the introduction of basic schools, which provide nine years of schooling. This means that currently there are two parallel paths for educational progression after Grade 7: some pupils proceed to Grade 8 in a basic school while others proceed to a conventional secondary school that includes Grades 8 to 12.

As a result of an ongoing restructuring of the education sector policy especially aimed to make it more responsive to the economic needs of Zambia, a new structure is being implemented, which offers Grades 1 to 9, as basic and Grades 10 to 12 as high school education. The new approach is supported by the major donor funding organisations, and has been incorporated into the Basic Education Sub-Sector Investment Programme (BESSIP) framework. This development means that the formal education system will have a 9-3-4 structure, comprising nine years of basic education, three years of high school education and as before, four years of university to the first degree. This new structure provides more vocational skills in addition to the required level of nomenclature. The system thus provides nine years of good educational foundation, allowing an increase in the skilled labour base for the country.

2.1.5 Historical Overview of Aid

In this section the general background of aid to developing countries will be discussed. In the 1960's and up to the early years of the following decade, donor and recipient countries participated as equal partners in the international forums aimed at formulating aid so as to make it more effective (Arnold, 1979, 1985). Hyden (1990) argues that the optimistic assumption prevailing in those days was that, through bargaining, donors and recipient governments could muster the political will and administrative skill to make aid programs work. Even at that time there were a number of prevailing factors, not least the ideological competition caused by the Cold War, which made such efforts fail. This resulted in the donors being disappointed with the performance of the recipient Governments in the late 1970's, and as a result donor assistance fell out of favour from the international financing institutions. This was the beginning of the agenda for structural adjustment, not through political commissions but by professional consultants hired through individual donor countries to administer aid.

However, with the threat of Communism gone, political conditionalities have been replaced unilaterally by new demands such as for good governance and human rights. Now foreign aid is given to recipient governments that are making an attempt to pursue these reforms. This means that governments are now forced to respond to what amounts to the dictates of cartels of institutions such as the World Bank and other multilateral and bilateral agencies. Africa in general has in the last 30 years been

heavily dependent on capital provided by these donor institutions, which has been given in the form of grants or loans (Arnold, 1979).

So far there is no evidence that the political reforms introduced to facilitate multiparty democracy have encouraged any growth in the flow of private investment or aid. Approximately USD \$ 100 billion dollars were transferred to Africa in the 80's, but the continent continued to grow relatively poorer (Hyden, 1990).

Some commentators contend that foreign aid has failed to bring poverty under control despite the large amounts of inflows, and that more energy should be devoted towards improving the terms of trade and ensuring a more diverse flow of capital to the World's low-income countries (Becker, 1986; 1991). However, this requires development, which may only be funded via foreign aid, without that how do low-income countries compete or trade equally? Irving (1998) states that foreign aid does work as long as it is targeted at countries with "sound" policies and institutions.

According to the World Bank report entitled "Assessing Aid –What Works, What Doesn't and Why" published in November 1998, the efforts of foreign aid organisations would be more successful if donors directed their assistance to such countries described above. According to the report an across-the-board \$10 billion increase in aid flow would lift seven million people out of poverty, compared to 25 million people if the foreign aid was appropriately targeted. The report notes that between 1991 and 1997 official development assistance (ODA) from the 21 biggest donor organisations fell from an average of 0.33 per cent to 0.22 per cent of their respective gross national product (GNP) (Irving, 1998). This drop in aid could be argued to be evidence of donor fatigue which makes donors give up on the problems facing the developing world (Saasa, 1990).

In the case of Zambia, as a result of this drop in aid the problems of financing education have been augmented. The need for education has increased, while the funding has not increased in relative terms. During the 1980s donor support for the education sector in Zambia averaged about US\$14.5 million per year, the equivalent of 14 percent of total public expenditure budget for Zambia (World Bank, 1992). Most of this funding was targeted for secondary and tertiary education at that time as the priority was to improve tertiary education.

Education donor support declined between 1987 and 1991 because donors were disappointed with the Zambian Government's withdrawal from economic reform (Saasa, 1996). However, since the new Government took office in October 1991, there has been strong support from the international community.

The Chiluba Government had an unusually large number of donors in the primary education sector. This makes co-ordination critical that project duplication is avoided but this may prove difficult because of the Government's limited capacity to oversee and co-ordinate projects. Since some projects involve the construction and rehabilitation of infrastructure, there is now a need for donors to work towards standardising the design of the buildings.

Harbison (1988) has argued that the international donor community can play a critical role in influencing educational intervention in developing nations. He suggests that patterns of international aid have to change significantly if there is to be any major achievement in the sector. Harbison (1988) has also observed that education aid has tended to focus on discrete investment projects which are not co-ordinated among donors and have no focus in terms of the national education strategies of the recipient nations.

There is also a disproportionate allocation of education aid with only 7 percent for primary education compared with 16 and 36 percent to secondary and higher education respectively. This lack of balance is more prevalent among bilateral donors (Government to Government development assistance) who provide only 4 percent aid for primary education, compared to 42 percent for higher education (Harbison, 1988). Sweden is the only exception to this generalisation as it supports primary education more generously (Harbison, 1988). Colclough (1993) has observed a need for aid organisations to deliberately focus on educationally disadvantaged countries in order to address the demand for education. He has further argued that two-thirds of the aid-dependent countries are mainly from Sub-Saharan Africa (SSA) and that their share of the World Bank aid is only 12 % of the total education budget. The other reason for neglecting primary education may be the failure of the donor community (all aid organisations involved in assisting education projects) and the recipient country to recognise the value or importance of primary education. From an international donor's perspective the cost of primary school education is low and this has been one reason why it is considered more appropriately provided by the recipient country. A further

assumption by the donor community is that, since there is a large component of local material and labour required to build primary schools, the local government or local civic organisations are better suited for such projects. In most cases, the international donor community has been hesitant to fund local salaries and purchase local material for primary education.

Foreign aid has provided the major contribution to education in Zambia for over 30 years (Coombe, 1990). However, in the Zambian context aid administration has witnessed very complex and not altogether successful outcomes. This has been despite large inflow of funding since the early 70s (Faaland, 1996; Irving, 1998; Carl, 1999).

2.2 Aid in Zambia

The writers' interest in foreign aid in education dates back to the time when he was a high school student from 1968 to 1972. During this period all teachers were volunteers on a technical assistance program under the British Overseas Development Assistance (ODA) scheme. Although teachers are longer coming to Zambia under this scheme in the 90s, education experts from various donor nations are still being seconded to the Ministry of Education (MoE) in many areas of capacity build, where local officers are trained to meet the needs of the education department. The problem is however that despite the large amount of donor support the education system has continued to deteriorate, and primary level education in particular has been the most affected in relative terms (Coombe, 1990; Kelly, 1991; GRZ, 1994; 1995; Duncan, 1996).

In the 60s, developmental assistance to governments was seen as the positive agent for change (Goulet, 1971; Graham, 1989). In Zambia the coming of independence created optimism as the new government included agents of political, social, and economic change (Mwanakatwe, 1968; Kaluba, 1990; Kelly, 1991; Dorman, 1993). During the 60s, government-to-government aid was seen as the most effective way to promote development. Development economists believed not only that poor countries were held back primarily by a lack of physical capital and human capital, but that domestic poverty and the international market failures of developing countries were caused by a lack of access to investment funds (Leistner, 1966; Dasgupta, 1974; Riddell, 1987; James, 1994). Therefore, calculating countries' requirements meant

providing for the shortfall in foreign investment or foreign exchange. Thus, if money was the problem, then moving money was the appropriate objective for aid and aid agencies (Riddell, 1987). This meant that the contribution of aid was measured in dollars and not what the aid had achieved in terms of solving development issues. Unfortunately, this assumption undermined the optimism of an aid-financed, government-driven, accumulationist view of development. As indicated above it is not the amount of dollars spent that determine the impact of aid. If this argument is accurate, development aid only finances investment and investment was crucial as projected by the early models discussed in the economic theories. In the case of Zambia, if all aid had gone into productive investment such as building schools and other social sector investments like hospitals, it would have been a rich country with a per capita income of over \$20,000, while the reality is that per capita income in 1994 stagnated at around \$600 (World Bank, 1998). However, for Zambia one could argue that from 1964 to 1990 the government played a dominant role by centralising all activities in the development of the country rather than being a facilitator for private sector participation. That is the government was the key player in running the industries instead of the private sector. This task was difficult as government did not have the capacity to manage both private sector and social services efficiently.

According to the World Bank (1998) there have been three phases to development in Zambia. During the first phase, from 1964 to 1980 the government was seen as having all the solutions to running the economy and private sector was seen as a total failure in delivering the economic needs of the country. The second phase 1980 to 1989 was a brief period when government failure was seen as pervasive and the private sector was seen as the only hope if not the solution for the economic development of the country. Today's third phase is more pragmatic as it is a blend of the two approaches. According to Stiglitz (1989, p202) cited in World Bank (1998), "We need to recognise both the limits and strengths of private sector, as well as the strengths, and limits of government interventions aimed at correcting private sector failures". This is a position that has not born any fruit in the case of Zambia, where the Government has now moved to fully support the private sector other than a balanced approach of maintaining some control on some key strategic industries.

2.2.1 Aid for Primary education

According to the World Bank Report (1998), education is viewed as a *sine qua non* of economic development in that it is not only an instrument for catalysing and sustaining economic growth but it also has a direct impact on poverty reduction. The World Bank has argued that schooling raises farm productivity, and female education is inversely related to fertility and infant mortality (World Bank, 1988; 1990; 1994). The evidence justifying investment in education is therefore compelling. Some of the studies conducted by World Bank suggest that an increase of one year in average education is associated with a 3 percent increase in GDP in many countries (World Bank, 1998). Studies done on the impact of schooling in Korea show that an additional one-year of schooling raises farm output by nearly 2 percent while in Malaysia the increase in farm output was 5 percent, with the same amount of schooling (Lau, 1991). Studies conducted on mothers' education have shown that an extra year of education results in a 9 percent reduction of infant mortality (World Bank, 1990; 1994). Studies conducted in Peru also indicate that education is critical in determining earnings. The World Bank also argues that the common characteristic in terms of education policy for primary education, of the fastest growing economies can be attributed to high accumulation in human capital. Again this argument is valid for economies where there are elaborate systems that provide the environment for deploying human capital to productive use.

Some of the aid organisations that have been actively involved in the provision of aid in various areas of education in Zambia are shown in the table below.

Table 2.0 The main contributors to education in Zambia

	School Construction & Maintenance	Equipment	Learning Material	Teacher Training	Expatriate Teachers
Literacy			UNICEF NORAD		
Primary Schools	ADB SIDA EC FINNIDA	SIDA FINNIDA UNESCO	FINNIDA SIDA ODA	SIDA FINNIDA CIDA	
Secondary Schools	NORAD JICA	UNESCO	FINNIDA ODA	UNESCO EC	ODA
TVTC		JICA		CIDA	ODA JICA
TTCs	ADB SIDA	ADB SIDA FINNIDA	ADB SIDA FIINIDA	ADB SIDA FINNIDA	
Continuing Education	NORAD	NORAD			
Universities		SIDA JICA		SIDA JICA ODA	ODA SIDA JICA EC
Special Education		SIDA			SIDA

Source: (Coombe, 1990)

The above table shows the various areas in which most of the aid organisations have participated in assisting Zambia in the education sector. This table shows that Zambia has had foreign aid assistance in all levels of education from primary to university education. This table gives an indication that Zambia has heavily relied on donor assistance in coping with the need to provide education. However this table does not cover all the players in the aid activities in the Zambian education aid as it does not include some of the Non-Government organisations that have been covered in this study, as this date was not available when the tables were developed, hence the significance of this study.

2.2.2 Development Directions in Aid Administration

One major impact of Zambia's structural adjustment program has been the re-thinking of the national delivery of education and how this contributes to sustained economic development. This has led to a number of restructuring policies within the Zambian education sector. For example the Ministry of Education has been decentralised, allowing communities, donor agencies and non-government organisations to play a more focused role in education provision.

A number of issues emerged as central to the education policy including:

1. The need for targeting primary education in response to the Jomtein 'Education for All by 2000' agenda;
2. Collective effort among major players for example, government and international aid agencies in education delivery; and
3. A consolidated fund to be centrally administered by the Ministry of Education (MoE) under the "Basket Funding" approach, this arrangement where all donors contribute their funding to the MoE and the ministry is given the responsibility to disburse the funds according to government priority in the primary education sector.

As a result of these issues basket funding was introduced at the same time as the Basic Sub-Sector Investment Program. Thus, there has been a deliberate move to give the Ministry of Education control of the entire management of the education priorities (World Bank, 1999). This was seen as a strategy to move away from allowing donor driven agendas in prioritising the needs of the primary education. The use of the basket funding arrangement is currently being used and at the same time being refined as the donors slowly gain confidence in the Ministry of Education (MoE).

The primary objective of Basic Sub-Sector Investment Programme (BESSIP) is to ensure an arrangement where all major partners in basic education, including the government, agree to subscribe to the MoE basic objectives, priorities and the pattern of investment. In addition, all aid organisations must be willing to support a total package rather than discrete projects and to monitor and account for the use of the funds collectively.

The basket funding is jointly managed through the Joint Steering Committee (JSC), Program Development, Implementation and Monitoring Committee (PIC) and the BESSIP Management Implementation Team (MIT), these will be part of the Ministry of Education (MoE) institutional set-up, and will be open to donor participation. The current weakness of administration within the MoE has been acknowledged by some of the participants in the new basket modalities and most donors will offer assistance to establish a BESSIP accounting office (Carl, 1999; DANNIDA, 1999). The aim of this support is to ensure that systems are kept simple and transparent, initially using a cash accounting method and later building up to an accrual accounting system. To ensure a smooth transition a financial and procurement manual has been prepared that describes the intended systems.

In order to allow for the flexibility of the system, the MoE has requested donors to participate in the BESSIP basket-funding program by choosing to contribute to one of the four types in the basket funding arrangements each targeting a number of components or areas of activities. Table 2.3 below illustrates the BESSIP modalities.

Table 2.1

Basic Education Sub-Sector Investment Programme (BESSIP) Basket Modalities

Modalities	Funding Modal 1	Funding Modal 2	Funding Modal 3	Funding Modal 4
Funds controlled by MoE (under direction of MIT)	Yes	Yes	Yes	No
Funds available for all BESSIP components	Yes	Yes	No	No
Funds available for restricted number of BESSIP components	-	-	Yes	No
Funds available for one or a small number of BESSIP components	-	-	-	Yes
Funds from various partners mingled in common bank account	Yes	No	No	No

Source: Adapted from (Carl, 1999)

Funding Modal 1 was the recommended approach by the joint appraisal mission meeting held in Zambia in September 1998 as the most ideal donor-funding modal. Under this approach, funds will be mingled into one bank account, its use will be flexible and the Ministry of Education (MoE) will have full control. However, in order for this to be implemented the financial management capacity at the MoE needs to be strengthened. Modal 1 does provide for maximum counterpart ownership, but is not likely to satisfy individual donor requirements for control and accountability. However,

the British, Dutch, Norwegian and Irish Aid organisations have declared willingness to contribute under Modal 1.

Funding Modal 2 does allow for some flexibility in the use of funds, but is complicated by separation on the source side, as each donor will operate a basket within the large basket. In this modal each single donor can control its participation through restricting BESSIP's use of its bank account. This approach is likely to satisfy counterpart ownership to a much higher degree than type 3, but it still has some limitations. However, it is likely to satisfy the needs of control and accountability of most donors, once financial management and accounting systems are in place at the MoE. The World Bank facilitates its International Development Agency (IDA) through Modal 2.

Funding Modal 3 can be considered to be part of the initial progression of BESSIP basket funding. Under this approach MoE controls funds, but is restricted to using a specified bank account for each donor and the funds can be used for a small number of components (areas of activity supported). If this modality were to be used by several influential donors with no MoE control, then BESSIP would run the risk of funding the 'fashionable' parts of the program, according to donor preferences, leaving other 'critical' parts to be funded through counterpart (which is the Zambian government contribution). Modal 3 may be more attractive to most donors, but does not support the optimal ownership to the MoE.

Funding Modal 4 is a fragmented approach as it focuses on a few components while ignoring the whole development picture. Therefore this type does not fully comply with the intentions and the spirit of a wider sector approach which aims at achieving full co-operation between donors partners and the MoE. It actually represents the old approach where donors have full control of their funds, not allowing any control by the MoE in terms of financial management. This model creates serious problems in terms of developing counterpart program ownership and has caused most bilateral aid organisations to be very cautious in their involvement in Basic Education Sub-Sector Investment Programme (BESSIP) as they have maintained full control of the funding arrangement in the schools that they are building. This approach was also experienced under the Support for Primary Education Project (SPEP) up to 1999, which has now been integrated into the BESSIP components.

Following the implementation of BESSIP from January 2000, most donors are still considering which of the above modals to support. Their choice will depend on the MoE demonstrating that it has in place an acceptable financial management structure and accounting system.

The above discussion shows that education aid dates back to the coming of the missionaries and that even at that time these social agents influenced the process of providing support by administering education for the indigenous population in Zambia. Although the missionaries had their own motives for supporting the administration of education, they were more effective when compared with the colonial government, which did not see the need to educate the Zambian people. Therefore, there was no link between the government, education and society in the context of education planning as a development process (Harbison, 1988; Tedesco, 1989).

At the time of independence, there was a completely opposite response to the provision of education, where the missionary schools were taken over by government (Mwanakatwe, 1968; Dorman, 1993). The new Zambian government was at the forefront in building schools and bilateral and multilateral organisations were actively involved in funding the delivery of education. According to Goulet, 1971 and Graham, 1989 both argue that in the mid 1980's, before the collapse of the Soviet Union, most of this development assistance was due to the cold war. However, since the collapse of the Soviet Union there has been a reduction in the overall in-flow in development assistance (Hayter, 1971; Goulet, 1971; Kelly, 1991).

2.2.3 Aid Administration Problematic

Aid inflows have grown significantly in the post-war period and many studies have been trying to assess the effectiveness of aid at micro-and macro level. While micro-evaluations have found that in most cases aid 'works' (Cassen *et al.*, 1986; Morrissey, 1991; Vos, 1996; White, 1992) but those at macro-level are ambiguous. Aid as conceived is a product of the post World war era. Its roots are in the Marshall Plan, under which the United States transferred \$17 billion over four years to help rebuild Europe after the war. Two elements of the Marshall Plan were believed at that time to

have been critical for its success and these were: an influx of financial capital from the US and coordinated plans to build Europe's devastated physical capital stock.

Following its success, official aid transfers from developed to developing countries have sought to achieve the same impact, mainly to reduce the widening gap between the two worlds. The main objective of aid as such is to promote economic development and welfare of the developing countries. After decades of capital transfers to developing countries, the question still stand as to whether aid has achieved its objectives? The attention of this study is to focus on the process of aid administration in terms of objective setting planning process, implementation arrangements and how these processes affect or not affect the performance of the aid for primary education sector in Zambia.

In order to put the aid debate in perspective it is important to discuss the trend and sources of this aid. In general developing countries have traditionally been net importers of capital. The international community has been making continuous effort in ensuring that developing countries are provided with funding to meet their insufficient domestic saving or foreign exchange to meet the investment needs in order to promote economic growth. The two main sources for this capital are official financing, including official development assistance (ODA), and the private capital. The episodes of capital in-flows have had some ups and downs in the last three decades for Zambia in particular, as alluded to in the last chapter, when the country had World Bank suspend its allocation in 1987. In general the amount of net resource flows to developing countries have been impacted upon by three sets of development in the world economic environment. Basically the two oil price shocks (1973-81), the international debt crisis (1982-87) and the recent emphasis on trade liberalisation from 1988-onward (Saasa, 1996). While this study does not discuss the fundamental arguments for aid, such as the moral economic grounds as these have been tackled by others (Mosly, 1987; Riddell, 1987 and Thirwall, 1989), the study aims at investigating the process of administering aid and how this process may or may not influence the performance outcome of aid targeting the primary education sector in Zambia.

Some criticism of the failure of most bilateral and multilateral aid has been, too much attention has been given to the transfer of capital and often scant attention has been given to the limitations of the institutional or policy environments into which the resources were flowing (Gulhati, 1989; Irving, 1998). This approach to development

has overemphasised finance at the expense of the capacity of policies and institutions to deal with large amounts of aid. Agencies see themselves as being primarily in the business of distributing money which has frequently ended up in poorly managed projects and providing little result (King, 1991; 1992; Kelly, 1991; Irving, 1998).

Aid for primary education in Zambia therefore presents a challenging area of study, especially when considering the increasing number of organisations supporting primary education in the last 10 years. However, despite this increase there is still a large number of children who do not attend primary school, and some parts of the country still have no infrastructure to meet the growing demand for primary education (MoE, 1991; Kagia, 1992). There is clearly a need for a closer look at the processes involved in administering aid in the primary education sector. By focusing on the key aspects of planning, execution and management, the real problems may be defined and then appropriate corrective mechanisms developed to resolve them.

2.3 Theories of Education and Economic Development

Over the last five decades various theories on education, economic and national development have been proposed and most of these theories were motivated by a need to explain and solve problems that dominated the debate on the underdevelopment of most developing nations (Anderson, 1963; Sikwibele, 1989; Bauer, 1991; Brown, 1991; AUSAID, 1996, 1997). However, in recent years, global consensus has emerged in support of the importance of investing in human capital, which is viewed as an essential component in achieving sustainable economic development (Becker, 1991; Burnett, 1995; Adjibolosoo, 1995). Rapid changes in technology have created two key priorities in education. Firstly, education must now meet the growing demand for workers to acquire new skills, and secondly, it must support the continued expansion of the knowledge base required. Burnett (1995) further states that education provides the base from which a sound economy could grow. For individuals and families, education increases income, improves health, and reduces fertility rates (World Bank, 1990 and 1993; Watkins, 1999; USAID, 2000).

Therefore, investing in education complements investment in physical capital, and the benefits derived from all the above are even higher when the macroeconomic policies of a country are sound. Investing in education sets off an intergenerational

process of poverty reduction, since a better-educated society was more likely to ensure that its children also have access to education. Rinehart sum up the importance of education as:

“Education is a mirror held against the face of a people. Nations may put on blustering shows of strength to conceal public weakness, erect grand facades to conceal shabby backyards, and profess peace while secretly arming for conquest, but how they take care of their children tells unerringly who they are” (*Rinehart and Winston (1964) cited in Crossley, 1997*).

According to Adjibolosoo (1995) economic development in developed nations has focused on what Adam Smith termed labour productivity and capital accumulation. He argued extensively that these two factors serve as a basis for the growing wealth and economic development of nations. As early as the time of Adam Smith, one finds an analogy drawn between education and ordinary capital investment:

“A man educated at the expense of much labour and time to any of those employment’s which require extraordinary dexterity and skill may be compared to one of those expensive machines. The work which he learns to perform, it must be expected, over and above the usual wages of common labour, will replace to him the whole expense of his education, with at least the ordinary profits of an equally valuable capital” (Adam Smith, cited in Sheehan, 1973)

Alfred Marshall cited in Sheehan (1973) argues that, the above analogy is imperfect, since ‘the worker sells his work but he himself remains his own property: those who bear the expenses of rearing and educating him receive but very little of the price that was paid for his services in the later years’. Marshall maintains that there are social factors that limit the amount invested in education below the optimum which thus lead to an inequitable and inefficient distribution of education. An example of this is the limited ability for parents in some levels of society to make sacrifices to educate their children and thereby show some understanding of future improvement.

Indeed, in the 19th century, Saint Simon (1760-1825), and Auguste Comte (1798-1857) cited in Adjibolosoo (1995) both viewed development as evolutionary and progressive change in society usually achieved through the development of the human intellect. To them the process of development required extensive scientific thinking and analysis (Adjibolosoo, 1995).

Adjibolosoo (1995) has pointed out that both Adam Smith and David Ricardo stressed the role “of knowledge, effective government, protection of private property, social infrastructure, improved agriculture, entrepreneurship, labour specialisation, technological innovations, accumulation of capital, and free trade in economic development.” Jameson (1981) has also argued that Adam Smith and the events of nineteenth century England set the patterns for capitalist development which have continued.

So the idea of investing in human capital as a means to promote economic growth dates back to the eighteenth and nineteenth centuries when Adam Smith and the early classical economists who emphasised the importance of investing in human skills. In recent years, Psacharopoulos (1985) and others, have shown that education makes a direct contribution to the growth of national income as it improves the skills and productive capability of the labour force. Other research has demonstrated that investment in education compliments investment in physical capital (Hause, 1971; Psacharopoulos, 1973; World Bank, 1990; Adjibolosoo, 1995; Bunnell, 1996). An example researched by the World Bank has linked the productivity of farmers to education. Psacharopoulos (1985) has shown that investment with improved seeds, irrigation, and fertilisers is even more productive in terms of increased crop yields, when farmers have had four years of schooling rather than none. However, according to Ahmed (1981), Lau’s study was based on twenty farmers so caution should be taken in assuming a direct and precise causal relationship.

According to Summers (1992), Golan, the then director of the World Bank Economic Development Institute, has stated that investment in human capital is a key element in achieving long-term sustainable economic development and that macroeconomic studies show that education is positively correlated with overall economic development. Moreover, each additional year of schooling for the labour force can lead to as much as a 9 per cent increase in Growth Domestic Product (GDP) for the first three years of schooling and up to 4 per cent a year for the next three years of education (World Bank, 1985; World Bank, 1988; Worlds Bank, 1990).

Psacharopoulos, (1991) has also investigated how education influences economic growth. Table 2.3 below from Psacharopoulos, (1985) shows that investment in education provides higher returns in human capital compared to physical capital.

Table 2.2
Returns to Human Capital by Type of Country (percent)

	1960s			1970s		
	Capital			Capital		
Type of Country	Human		Physical	Human		Physical
Developing	20	>	15	15	>	13
Advanced	8	<	10	9	<	11

Source: (Psacharopoulos, 1985)

The table above shows that developing countries benefit more in generating human capital from investments in education than developed countries. This means that in order to help developing countries achieve economic growth more emphasis should be directed at human capital than physical capital. Other arguments in support of human capital development include: Education significantly reduces poverty and improves income distribution by sometimes transferring resources from groups with high income to lower income Alhuwalia and Fields cited in Psacharopoulos (1991). This is known as the equalising effect between the elite and the rest of society; Primary education had higher returns than higher education. Psacharopoulos (1991), suggested that there was a positive relationship between education’s contribution in non-monetary terms and that of agricultural output: Education’s contribution was higher in developing countries than in developed countries. Psacharopoulos (1985) cited in Psacharopoulos, (1991). These findings may not have been true due to the different influences that existed among developing countries such as economic, social, cultural and political stability; Tilak (1989) argued that education could actually have had a negative effect on economic growth.

Sheehan (1973; 1992) has argued that the main motivating factor for supporting human capital has probably been a realisation that the growth of physical capital, at least as conventionally measured, explains a relatively small part of the growth of income in most countries. Therefore, the search for a better explanation on what is the

key element for achieving economic growth has led to an interest in human capital. Sheehan (1973; 1992) has argued further that a tremendous amount of circumstantial evidence has been accumulated which testifies to the economic importance of human capital, especially in education.

The above discussion confirms that the relationship between education and economic development is not a new discovery and that compulsory mass education did not originate with the textile magnates of New England whose motives were remotely altruistic. These magnets wanted better-educated workers to raise productivity and profits. However the British government at that time did not support this view because there was no established system of elementary education. Britain had fewer than half of its children in school, and was spending far less per child on education than any other European nation. By the end of the Nineteenth century, educational under-attainment was seen as the principal cause for Britain's failure to lead in technology development compared with countries such as Germany at that time.

The lessons of the Nineteenth century re-emerged in the second half of the Twentieth century, through the 'human capital' growth theory by the economists Theodore Schultz and Gary Becker. Schultz and Becker argued that a nation's stock of knowledge and education (human capital) has a more important effect on economic expansion than its stock of physical capital.

2.3.1 Cost-Benefit Analysis

The choice by governments and individuals in deciding between different ways of investing resources rests on the evaluation of costs and benefits that are associated with the investment (Psacharopoulos, 1985). This highlights the value of using the cost benefit approach which provides a framework for evaluating both the magnitude of the cost and its benefits over a period of time. In using this framework, the World Bank and other development agencies base their calculations on the net present value of the projects and also on the rate of return. This may explain the tendency for aid organisations to become pre-occupied with developing elaborate processes that aim primarily at showing value to aid organisations.

Traditional cost-benefit studies of education have tended to indicate the advantages of investment in education at various levels, based on the analysis of social

return that each level produces. However, according to the UK/ODA (1990) report, recent studies have shown that this method is both fallacious and limiting. The report further argues that if a cost-benefit method of assessing education is used, it must include weightings that reflect improvements in quality of life. These shortcomings are also applicable to accepted economic analysis, which fails to quantify the social rate of return. For example, in the case of a non-working mother with four children, the benefits of her education are extremely diverse, ranging from improved family diet to improved quality of life through cultural and political activity (Jameson, 1981; Jayasuriya, 1994). Moreover, at the macro level, the cost benefit approach should enable specific national goals to be factored into the analysis. This will impact directly on improvements to access to education, quality of education and infrastructure and overall economic development that ensures quality of life. Unfortunately, the one-sided cost benefit approach used by most aid organisations only ensures that the aid of donor sources gets high priority over national objectives. An example of this is when aid organisations support projects that run outside the Ministry of Education without the Ministry fully participating, a situation characterised by most of the projects prior to the introduction of the Basic Education Sub-Sector Investment Programme (BESSIP) in 1998.

In measuring and identifying the benefits of education, both direct and indirect benefits have to be considered. Direct benefits are those that accrue to the individual and these may include receiving a higher income. Indirect benefits (also known as externalities) are extremely difficult to measure, as they are based on different inferences which are society based (Psacharopoulos, 1985). The survey for the World Bank conducted by Lau (1991) has established that if a farmer had completed four years of elementary education, his productivity was on average 8.7 percent higher than that of the farmer with no education. In the same study, it was also noted that the introduction of complementary inputs such subsidies and supportive government policy to the farmer increased the effect of education to 13.2 percent.

Other studies have also showed, as suggested by Schultz (1964), cited in Psacharopoulos (1985), that education is likely to have an even higher positive effect in a progressive and more modern agricultural environment than in a traditional one.

However, Berry (1980) concluded that the most telling evidence of returns from education in the informal sector favours the human capital argument, that is, that

earning differentials provide a good proxy measure of the benefit of education in most cases.

Other external benefits that have been of equal importance relate to the female population and include fertility, health and nutrition. An analysis conducted by Cochrane (1979) for the World Bank cited in Psacharopoulos (1985) has suggested that there is a negative correlation between education and fertility. This study is more important for the cost-benefit analysis for women's education in developing countries, as most women do not enter the market sector, so labour earnings do not necessarily reflect the benefits of education for women (Psacharopoulos, 1985).

In general, despite the substantial evidence that now exists for many countries using the rate of return from investment in education and cost-benefit analysis, these measures are controversial. Earnings due to education do not adequately reflect productivity, but only act as a screening device for keeping those that do not have formal education from entering the productive sector. Furthermore, cost-benefit analysis does not adequately identify externalities. Psacharopoulos (1985) argues that cost-benefit analysis cannot be used as a means of judging the profitability of investing in education in isolation, but it does provide an essential ingredient for assessing the best choice for supporting the policy of investing in education.

2.3.2 New Growth Theory

New growth theory has been discussed by Romer (1990), Krugman (1991) and Matsuyama (1991). The theory emphasises the roles that externalities and non-decreasing returns to scale play in the growth process. Lucas (1988), Barro (1991) and others have demonstrated the importance of human capital in the growth process. He postulates that an individual worker is more productive when working in an environment with skilled people. It therefore follows that the growth path for a region depends on the level of human capital present at the beginning of the growth process. Empirical work by Barro (1991), has found that, once other factors are controlled, convergence can take place. That is, the initial level of GDP per capita when it is negatively correlated with growth for a large cross section in developed countries. Barro has also shown that both primary and secondary school enrolment rates have a positive impact on growth. Therefore, internationally the process of growth is characterised by 1) a tendency to converge and 2) the dependence on the initial level of development of human capital.

Chatterji (1998) recognises that the process of learning for human capital is one of the major factors for enhancing growth. Maddison (1982) recognises that an economy will experience growth whenever there are shifts in its employment characteristics. Such shifts may move from the agricultural sector to a more industrialised pattern and then to a service orientated sector. Chatterji (1998) argues that this experience can even start in an economy where the population has only a basic level of education. In the case of Zambia, however, the massive program of industrial privatisation has had the reverse effect. The population has moved from an industrialised to an agricultural pattern with urban to rural migration due to loss of jobs.

2.3.3 The Human Capital Approach

This model considers the role of human capital in enhancing output growth and emphasises the notion that individuals who choose to invest in education can make a difference by contributing to economic growth (Psacharopoulos, 1973; Schultz, 1993, 1994). Schultz discusses the links between earnings and education and suggests that investing in human capital accounts for most of the observable increases in real earnings.

Although investing in human capital may seem intangible and difficult to measure for scientific analysis, the measurement of educational level can be done. Becker (1975), for example successfully demonstrated the return from education in the United States. Becker analysed the educational choices of consumers using a model in which individuals choose the level of education that they desired based on the expected returns to their investment of time, effort, and expense. He has also linked the educational levels of individuals to their productivity by implying that those workers with higher education were more productive and therefore received higher wages. However, such components as time, effort and expense still presented a real challenge in establishing actual value for education.

There is accumulating evidence from recent studies in Africa, Asia and Latin America which shows that the average social returns (value accruing to the community) to investment in primary, secondary and higher education has been 27 percent, 16 percent and 13 percent per year respectively (Psacharopoulos, 1973; Woodhall, 1972). This study shows that primary education provides the highest annual rate of return. But empirical research has also shown that the private returns (values accruing to individuals) from national investment in education are about 3 to 6 percentage points higher than social or public returns (Psacharopoulos, 1973; Woodhall, 1972).

Another evidence in support for the human capital for economic growth is the “the Asian Miracle”, the study confirmed with the exception of Thailand that the quality of basic education provided for both boys and girls had an impact on the rapid economic growth for the East Asia countries. According to the World Bank (1993) rapid economic growth creates jobs, increases real wages, and raises the rate of return on labour skill, thereby increasing the demand for education. Therefore the rapid growth operates on both the supply side of the market for educational services, by increasing the potential for using the resources available for education (World Bank, 1993). The Asian study can not be linked to other countries in the Sub-Saharan Africa, as most of these countries do not commit the same level of the budgets to primary and secondary education. The success of the Asian miracle is a deliberate policy issue and the total commitment of resources, a practice that is not common in the Sub-Saharan region.

Despite evidence that investing in human capital does generate high returns, many countries including Zambia have performed poorly. Burnett (1995) argues that governments in such nations need to take specific steps to improve their educational

systems. These may include giving education a higher priority, paying attention to the outcomes of the education provided, encouraging investment in basic education, working towards improving equity, increasing household involvement by providing real choices such as allowing girls only schools or boys only and expanding autonomy of schools by allowing communities to manage their own schools.

Therefore, in Zambia the education sector has an important role to play in the social and economic development of the country. The reduction of poverty, the most important goal of development, in turn, depends heavily on the knowledge and skills available in the economy (MoE, 1996). Hence, carefully targeted investment in education serves not only as input for high economic growth, but also ensures widespread participation in the growth process, which strengthens the society. Basic education is therefore important to Zambia's development, this being the only formal level of education that the majority of young people receive. It must, therefore, be made accessible to the majority of the children in the country. In particular, some of the educational benefits of more widespread basic education include: promoting desirable attitudes to learning, social values, and opening the minds of pupils to new ideas and methods of doing things. This can lead to all round improvements in health by reducing mortality rates for educated young mothers, and increasing productivity of the economy for all participants.

Other dimensions of the returns from investment in primary education may be either public or private. For example, Psacharopoulos (1991) has argued that in countries where levels of schooling are high, individual returns exceed public returns, because education is heavily subsidised. This means that the individual does not depend on the community to support their education whereas in countries with low level of schooling the individual owes it to the community. However, private versus public returns, in poorer groups of countries is insignificant no matter the level of education again due to high levels of unemployment even among the highly educated.

Others who have challenged the human capital orthodoxy include Maglen, (1990) and Doucouliagos (1993), both state that the evidence so available is inconclusive. Maglen (1990; 1993) has given several examples including that of Australia between 1960 to 1986 when there was an increase in education levels, but Australian economic growth rates were actually declining. The comparison of educational economic performance across countries, rather than time, have generally

been the most popular in supporting the education-economy (Maglen, 1990). The problem has mainly been due to the incompatibility of data from the countries (stages of development) involved to establishing the direction of the causality. Doucouliagos (1993) argues that returns to education are based on future earning which is dependent on the macroeconomic conditions of each country. This means that the economic contribution will be affected by the cyclical macroeconomic fluctuations and alter the realised returns to education. A typical example of these fluctuations could lead to human capital depreciation or redundancy (Doucouliagos, 1993). This means that the challenge for the rational human capital investors is to estimate the macroeconomic environment in the future, an exercise that has become increasingly difficult with the impact of globalisation. Doucouliagos (1993) in referring to the East African study stated that underdeveloped countries for example might experience higher returns from primary and secondary education as compared to developed countries.

Macro evidence that links education and economic growth is particularly weak. Neither time-series nor cross country studies have so far supported the contention that increased education support promotes the growth of labour productivity (Maglen, 1990; 1993). Maglen (1990; 1993) further argues that even at micro level the evidence is also fragmented and inconclusive, since the available studies mainly apply to the agriculture sector and underdeveloped countries.

2.3.4 Discussion

The arguments presented above create various problems when applying these theories to the Zambian context. One has to be careful not to over-generalise any assumptions due to the inherent differences in levels of historical and economic development of different countries. In general, the theories discussed above have been useful in explaining the situations in some developing countries but have failed to address the peculiar contexts of some other countries.

This study investigates three types of aid organisations namely bilateral, multilateral and non-government, all of which are actively involved in funding primary education in Zambia. The study attempts to identify, within the context of the dominant aid agencies, those key elements influencing aid administration. These are then compared across categories of aid organisations to illustrate common as well as unique issues arising from donor funding.

CHAPTER THREE

RESEARCH FRAMEWORK AND METHODOLOGY

3.1 Introduction

This chapter discusses the framework and methodology for the study, which uses a qualitative method of analysis. This study analyses three types of aid organisations using four constructs in a framework that has been developed to illustrate the relationship between objective setting, types of planning process, implementation channels and the performance outcomes of aid as shown in table 3.0 below. The chapter discusses the various constructs and their relationships including; how the three types of aid organisations are influenced or not influenced by these processes. The selection of a multiple case study research strategy and qualitative design approach is also justified. Finally, practical aspects of using the Non-numerical Unstructured Data Indexing Searching and Theorising (NUD*IST) software is presented.

3.2 Research Framework

This section discusses the framework by which foreign aid for primary education in Zambia has been analysed. The framework includes four constructs, namely, objective setting, types of planning processes, implementation channel (s) and performance outcomes. In order to gain an understanding of the framework used in the study a summary table 3.0 below illustrates what these constructs mean in this study. Table 3.1 further provides a detailed description of the different categories that explain specific areas under each construct. These constructs are explained below:

Table 3.0**Summary of constructs**

Constructs	Description	Authors/Sources, and Country Reports
Objective Setting	This is the process of how the aid organisation set the objective (s)	MoE (1998); Verspoor, A. (1993); World Bank report No. 19008 ZA (1999); FINNIDA (1994); FINNIDA (1997); Alesenia, A.D. (1998); AUSAID (1997); Buchert, L. (1994); DANIDA (1998); DANIDA (1999);
Planning Process	This refers to the nature of the planning process used by the aid organisation in terms of whether it is.	MoE (1998); Verspoor, A. (1993); Oxfam (1999); Kelly, M. J., (1991); Burnside, C., (1997); Chapman, V. (1997); DFID (1997); Coombe, T.E.A., (1990); World Bank Report No. 10843-ZA (1992)
Implementation Channel (s)	This refers to who the aid organisations channels aid.	Verspoor, A. (1993);Hoogvelt, M.M. (1984); GRZ ,(1994); World Bank report No. 19008 ZA (1999); Cracknell, B. (1994); DFID (1990); Durston, S. (1996); World Bank Report No. 10843-ZA (1992)
Performance Outcome	This is the indication of whether the objectives that were set have been achieved.	Development Studies Network (1990; Verspoor, A. (1993); World Bank Report No. 12985-ZA (1994); GRZ ,(1994); Kelly, M. J., 91991); World Bank report No. 19008 ZA (1999); Adam, C.E.A. (1994); Buchert, L. (1995); Duncan, T. (1996); Faaland, J. (1997); World Bank Report No. 10843-ZA (1992)

This interpretation is based on both the primary data and secondary data, which constantly inferred or referred to these constructs during the process of data collection. Importantly, case study approach allows the interpretation of this interactive process of the aid organisations, which responds to the questions why the decisions are made, how they are developed, how they are implemented, and what performance outcome is achieved. Although, this framework is similar to the cooperate planning cycle, the framework was developed from the interpretation of the different sources of evidence used in the case study, which included: organisational documents; in-depth interviews with key people; direct observations during field visits; and archival records.

In a case study approach the different sources of material provide a rich multi-dimensional picture of how the three types of aid organisations performed. This was important due to the complex nature of the study of aid, being highly political and contextual in nature.

The research methodology selected for this study is congruent with critical social theory perspectives on the study of complex social phenomena such as aid. Therefore, the research methodology was a contextualised, interpretive one with the techniques of developing case studies (Myers, 1997). This meant that the data was used to develop the theory on which the three types of aid organisations had to be compared.

Aid organisation documents were used to corroborate the evidence, and these documents were helpful in verifying some of the information that was gathered from interviews. However caution was exercised in over reliance on the documents, as some may have not been accurate. In-depth semi-structured interview questions were used when asking respondents for the facts on what influenced the performance of the aid organisations and some respondents were asked to give their own interpretation. When such interviews moved substantially to obtaining insights, then the respondent was referred to as an informant, and in this case information provided could have been subject to bias. A process of triangulation addressed the problem of bias, since other

respondents were interviewed and in each organisation at least two respondents were sourced.

Visits to all 22 aid organisations were carried out, and in some cases the primary schools that were supported by these organisations were visited. This allowed direct observation of the interactions and behaviour, and general conditions on the performance of the aid organisations, and some stories were recorded, which were used to develop the cases in chapter four. The next section discusses the components of the framework used, and offers some literature review on the four constructs in the study, by drawing some of the interpretations from several commentators.

3.2.1 Components of Conceptual Framework

The study of foreign aid is a complex phenomenon and presents a challenge to most researchers. The challenge that this study confronted was the need to develop a framework, which could be used to explain what influenced the performance of foreign aid targeting primary education sector in Zambia. Key words from the interviews and literature frequently used or implied to explain the performance of aid organisations such as objective setting, types of planning processes, and implementation and performance outcomes emerged as the constructs that were used to compare the three types of aid organisations in the study. The framework shows that ideally objective setting, types of planning processes used, and implementation arrangement of the aid may or may not influence the performance outcome of the aid organisation. This clarification as to how these constructs influenced each other provided a great challenge for this study.

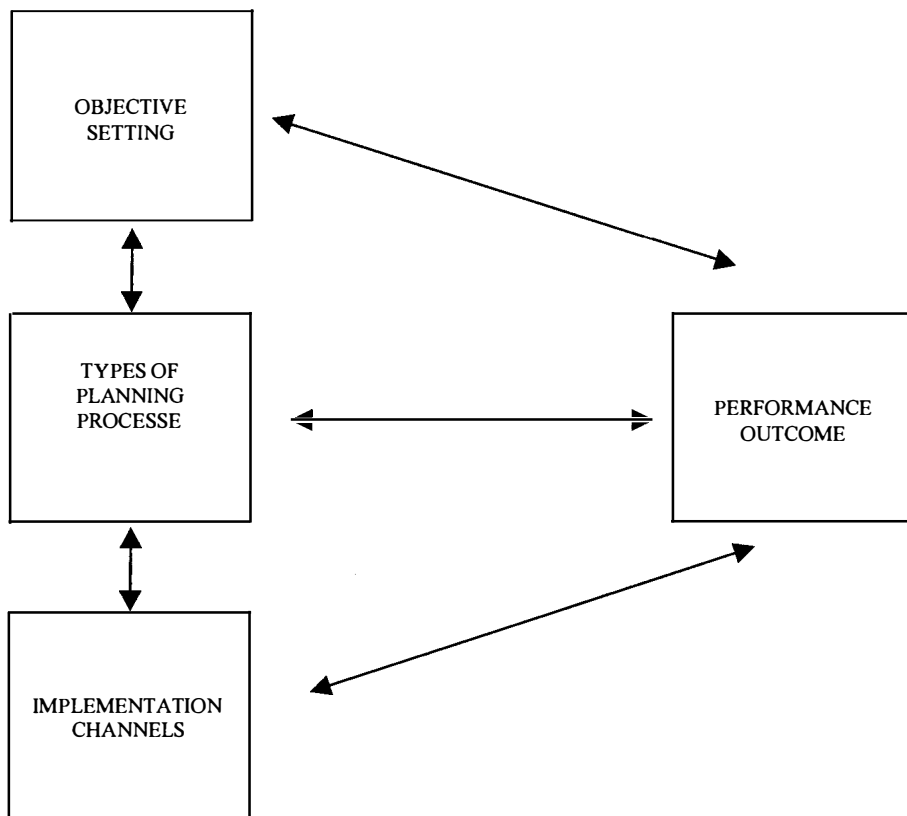


Figure 3.0 Conceptual framework for comparing performance of foreign aid

The constructs were commonly used or implied by the three types of organisation studied. The nature of relationship existing between the different constructs depended on the type of donor agency and the specific project under study. The next sections offer some examples on how the constructs were interpreted:

3.2.1.1 Construct 1 – Objective Setting

Objectives are the stated outcomes that an aid organisation hopes to achieve when supporting the primary education sector in Zambia. Typical examples are increasing enrolments, providing quality education, gender equality in access to primary education, and rehabilitation of infrastructure, to mention a few. According to Coombe, (1990) organisations like the Finnish International Development Agency (FINNIDA) had the following set of detailed objectives:

1. Improving the quality and supply of educational materials;
2. Building primary school, rehabilitating run down schools and continuous maintenance program;
3. Educating teachers of the handicapped;

4. Rehabilitation vocational and technical education planning and management; and
5. Conducting education research.

Another example provided by Coombe (1990) are the objectives used by the World Bank:

1. To provide additional support for learning materials and equipment in schools;
2. To support crash programs to build classrooms (grade 1 in urban and grade 5 in rural);
3. To provide blackboards, desks, doors, windows to expedite school maintenance;
4. To support women's literacy;
5. To support school production units from small-scale enterprise funds; and
6. To strengthen planning units, and the implementation capacity at provincial district levels.

Coombe (1990) also specified the European Union's objectives:

1. To supply hardback textbooks for a school-based loan scheme for all students;
2. To study the long-term policy for financing students' learning materials;
3. To finance jointly with PTAs locally made school furniture; and
4. To finance jointly with PTAs the local repair and maintenance of school furniture.

3.2.1.2 Construct 2 – Planning Processes

The Planning Process has a critical role in an aid program. Saasa (1996) stated that, where planning involves both the donors and the recipients it strengthens this bond and fosters a strong working relationship between both parties. The relationship enables discussion of who is involved, how the plans are communicated and the time taken to develop the plans. Coombe (1990) in his evaluation of the FINNIDA practical subjects project (PSP) has stated, that overall performance did not meet the initial objectives and that this could be attributed to the deficiencies in the planning and monitoring of the early stages of the project.

3.2.1.3 Construct 3 – Implementation Channels

Implementation is the means by which the support is executed or put in action. It is the practical aspect of achieving the objectives, following the plan and finally meeting performance outcomes. In this study it includes, who is involved in making the aid effective in the field, which might include the aid organisation, community based organisations, Ministry of Education or an agent. Implementation involves identifying the main channels for executing the aid programme. Again using the example of FINNIDA, Coombe (1990) observed that the increased volume of Finnish aid to Zambian education brought with it several administrative implications. It meant that the assistance had to be executed from both Helsinki in Finland and from the Finnish Embassy in Lusaka. In Lusaka FINNIDA appointed an exceptionally qualified educationist as an adviser to the Ministry of Education as way of ensuring its influence in the implementation of the aid. According to Coombe (1990) assistance may not be provided urgently in a situation where the implementing agent is different from the one that is providing the funding as the two organisations may be working on different time frames in terms of when to start the programme.

3.2.1.4 Construct 4 – Performance Outcome

Performance is the indication of whether the objectives have been achieved, and if so to what degree. Performance is the outcome of the evaluation process, which establishes whether the aid organisation achieved its objectives, or whether its program is on target to achieve what was initially planned. The 1993 FINNIDA evaluation team found that there was no consultation with the beneficiaries when developing the projects. Therefore, the MoE did not know the objectives of the project and as a result, schools were not ready to take on management of the project after FINNIDA had completed its work.

In this study levels of performance have been categorised in three areas based on the outcomes accomplished at the end of the program. The three categories for evidence of performance were: sustainability, facilitation, and extent of coverage of aid programs. These are further elaborated below.

a) Sustainability

Cracknell (1994) defines sustainability as "the extent to which the project or program survives after withdraw of aid". The donor evaluation organisation known as

the OECD Expert Group has identified the following criteria for the sustainability of a project:

- The project must be genuinely supported by the policy of the recipient country;
- Sustainability is unlikely to be achieved unless the project's or program's "message" is seen to be appropriate to society's needs; and
- The project or program must have a wider realistic ownership, not only one expressed through political speeches (Cracknell, 1994).

b) Facilitation

Facilitation can be defined as the level of consultation that takes place during the planning stage and continues during the running of the project. According to the World Bank, (1999) facilitation is defined as the involvement of key stakeholders during the preparation of the project and this consultation continues during the implementation stage. The World Bank has further categorised stakeholder participation as a) information sharing, b) consultation and c) collaboration. However, according to the World Bank's experience the level of stakeholder involvement is often limited to information sharing and collaboration (World Bank, 1999). This has meant that aid organisations do not perform, due to lack of consultation during both the planning stage and the implementation.

Facilitation also means having aid organisations synchronise their support with locally felt needs (Sikwibele, 1996). Sikwibele further states that felt needs are those that may only be understood by ensuring that there is consultation with the recipient even from the time of defining the objectives of the project. These are needs that come from the community that the aid is intended for, and are not the needs as identified by the aid organisation in their objectives.

c) Extent of coverage

The extent of coverage of a programme can vary. This coverage can be at small community group, town/city, and district or provincial and national level. Bilateral and multilateral aid tend to aim at larger coverage as compared with most NGO programmes, which are usually local, and mainly community based. The extent of coverage becomes an issue when provincial or national programs lose focus and donor control. Another effect of extent of coverage is cost which increases with more

participants. Aid organisations that have performed well are those that have concentrated in one particular area and as such develop a better understanding of the local community.

3.3 Research Methodology

The hypothesis for this study is that if an aid organisation has clear objectives, elaborate planning processes and implements its aid programs directly, then the performance of the program should be sustainable. The aim of the study has been to investigate this hypothesis using qualitative approach.

3.3.1 Qualitative Approach

A qualitative research methodology using a multiple case study approach is employed in this study. This provides a viable research paradigm that requires a sensible balance between the scope of what is being researched and the depth to which the investigation can be performed (Wright, 1988; Hussey, 1997). Qualitative research is generally supported by an interpretivist paradigm because it portrays a world in which reality is socially constructed, complex and ever changing (Glesne, 1992). In analysing the three types of aid organisations, a qualitative approach assists in developing patterns from which a comparison of these organisations using the four constructs can be generated. Glesne (1992) suggests that qualitative methodology deals with multiple, socially constructed realities or qualities that are complex and cannot be divided into discrete variables. Therefore, the methodology enables the understanding and interpretation of how various participants in a social setting construct the world around them. In this case, foreign aid for primary education is examined for significant differences in the way the three types of aid organisation have performed.

This method allowed the researcher to gain access to the multiple perspectives of the participants in the three types of aid organisations. Crossley (1997) argues that this approach requires a particular standpoint to the research process which Blumer (1971, p21, cited in Crossley 1997) characterises as taking the role of research subjects and seeing their world from their perspective.

3.3.2 Multiple Case Studies

Yin (1989, p23; 1994) defines a case study as an empirical inquiry that: “Investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used”.

From the above definition, the use of a case study approach to study the three types of aid organisation providing aid for primary education sector in Zambia is warranted. The aid phenomenon is a highly complex activity (Kaluba, 1990) and a case study approach provides a systematic way of analysing the performance of aid organisation.

Schramm (1971), cited in Yin (1989) and Yin (1994) state that “the essence of a case study, the central tendency among all types of case study, is that it tries to illuminate a decision or set of decisions: why they were taken, how they were implemented, and with what result”. Therefore, case methodology is highly suitable for investigating the foreign aid dynamics addressed in this study.

3.3.2.1 Benefits of a multi-case study approach

According to Yin (1989) case studies contribute uniquely to our knowledge of individual, organisational, social and political phenomenon. The distinctive need for case studies arises out of the desire to understand complex social phenomena (Eisenhardt, 1989). Case studies arise out of a need to understand and explain complex phenomena (Remenyi et al., 1998, p. 162). As foreign aid operates in overlapping frameworks and responds to a variety of agendas (Kaluba, 1990), a case study approach provides a platform on which to present such complexities. Yin (1989; 1994) further states that a case study approach allows an investigation which retains the holistic and meaningful characteristics of real-life events, such as individual life cycles, organisational and managerial processes, neighbourhood change, international relations and the maturation of industries. As foreign aid operates in the real world, developing a case study of each type of aid organisation and comparing each type on the basis of how the three constructs may or may not influence performance provides an empirical process for analysing this complex phenomenon.

The other unique strength of using a case study methodology is its ability to deal with a variety of evidence from different sources such as document, artefacts, interviews, and observations (Bartlett, 1982; Yin, 1989; Eisenhardt, 1989). Such sources are characteristic of those used in this study.

However, this study does recognise the fact that the case study methodology has been criticised. First for the lack of rigor, in that some investigators allow biased views to influence the interpretation of findings. This poses the greatest difficulty, as researchers tend to base their interpretations of evidence on past experience. However, the use of semi-structured interview questions has allowed the interviewee to provide broad responses that encompass the real life situations independent of the pre-conceived perception of the interviewer. As the interviewees were not given the questions beforehand they were less likely to reproduce what their organisation had documented, and more likely to provide spontaneous opinions. This process reduced the risk of bias from both the interviewer and interviewee.

A second concern is that case studies provide no strong basis for scientific generalisation. The question normally asked is “how can you generalise from a single case study”, and according to Guba and Lincoln (1981) cited in Yin (1989) there is no simple answer. The same question can also be asked on the validity of a single experiment.

A third concern about case studies is that they tend to be long and resulted in massive unreadable documents. However, Yin (1989; 1994) argues that it is possible to develop short case studies and that there is no need for an investigator to spend long hours in the field gathering large quantity of material.

3.4 Research Design

In depth interviews and secondary data analysis are the main sources of data used for this study. Documents were collected from all the three types of aid organisation. The use of documents was convenient, as they were sometimes given free or for the small cost of photocopying and were collected during the time of interviewing. However, documents were used with care, taking into consideration the possible biases and mistakes of both the writers and of previous researchers.

The other major limitation of documents used in this research is that they describe what should be done rather than what is done. For example, when aid organisations provide assistance, they develop elaborate objectives, planning processes and determine their level of participation in implementing the program. What actually happens on the ground is often not what was initially documented and a mismatch occurs between planned objectives and the actual implementation processes.

In-depth interviews were carried out in two stages. The first stage of interviews were conducted from November 1998 to January 1999 and the second stage during June and July 1999. Semi-structured questions were used during both phases of in-depth interviewing. Samples of the semi-structured interview questions and responses used for the three types of aid organisations are provided in Appendices 2, 3 and 4. A typical semi-structured question and response during the interviews is indicated below:

“What are some of the difficulties your organisation has experienced since it started work in primary education in Zambia?”

“Some of the difficulties I think are funding. Trying to maintain a program of this type because our children come from the very poorest of families, we target the most vulnerable, we cannot rely on user fees to sustain the operating costs of our schools. So we do try to source money from the embassies or from businesses or from concerned individuals so that would be one of the struggles that we have is to sustain the operating costs of the school even though community schools technically are a bit cheaper than a formal school, the government school, education does cost money. And when you deal with the poor you can't pass that cost on to the families. So one of the other things we're trying to do besides using donor money is to develop the community. ZOCS has made a conscious decision that we would try to move toward sustainability through community development and not through charging fees and to try to raise money that way. So we've been involved in the program with our parent committee members throughout last year, this year, we'll extend to the next couple of years to build their capacity to manage the schools and move into income generating projects that hopefully will help sustain the schools.”

Semi-structured interview questions were developed to solicit in-depth information which was used for developing real life interpretations of issues relating to foreign aid. Interviews were conducted with key personnel in the aid organisations working in Zambia and with overseas officers of the World Bank, the United Nations and the British Department for International Development (DFID). The overseas offices

were interviewed during the first stage of interviews. The responses were used for developing three case studies based on the findings of the in-depth interviews, observations and relevant documentation collected from the respective organisations. The case studies discuss the performance of the three types of foreign aid organisation working in the primary education sector. An analysis of the role that the three constructs have in influencing the performance of these organisations is provided in the case studies.

3.4.1 Sample Size and Data Collection Techniques

The aid organisations providing assistance to primary education in Zambia were randomly selected. The sample was selected from over 100 aid organisations currently in the country. Initial contact was made with a random sample of 35 organisations out of which 22 agreed to participate in the study. These 22 were also among the most active players in the primary education sector in Zambia.

In developing a case study for each selected organisation, detailed information was gathered through primary and secondary data. Primary data through semi-structured in-depth interviews with key people within organisations involved in primary education sector and secondary data was obtained from donor organisation publications.

Due to resource constraints and pressure of work, it was not possible to interview more than two people in each organisation. In some of the aid organisations, there was only one person responsible for the section dealing with the administration of primary education aid.

The organisations interviewed are all based in Lusaka the capital city of Zambia, as this is where most Head Offices are located. In addition, in order to develop a broader understanding of the aid organisations based in Zambia, three of their key overseas personnel were also interviewed. These included representatives from the World Bank in Washington D.C., the United Nations (UN) in New York and the British Department for International Development in London.

3.4.2 The NUD*IST Software

The constructs of objective setting, Planning Processes, implementation and performance outcomes were analysed for significance and their relationship to each

other using a Non-numerical Unstructured Data Indexing Searching and Theorising (NUD*IST) software. This software is designed to assist to handle the analysis of qualitative Non-numerical and Unstructured Data, through a process of data coding within an index system. The software can then search text patterns of coding, and develop the categories. In this study the program has facilitated the identification of the constructs across aid organisations. The types of data that were coded included documents and publications collected from the aid organisations, semi-structured in-depth interviews conducted with key personnel in the aid organisations and other publications obtained electronically.

The outcome of the analysis was used to develop a matrix table of each of the three types of aid organisation, showing the relationship of performance to their objectives, their planning processes and their implementation arrangements. The result provided a comparative analysis of the performance of the three types of organisation based on the constructs which are common to all the organisations.

The capability of the NUD*IST generated reports allowed the study to retrieve data from multiple sources in a report format. Using these results it has been possible to scan, search for, or validate, patterns and compare the three different types of aid organisations in the study. However, the researcher still had to analyse and interpretate the results as illustrated by the case studies developed in chapter four (refer to section 4.1).

The exploration and processing of the data involved some or all of the following:

- Gathering, compiling and organising the documents;
- Studying and exploring the documents and developing ideas about them;
- Editing and annotating them;
- Making notes and memos about the emerging ideas and theories; and
- Searching for actual words, phrases in the text documents.

NUD*IST supported each of the above functions through a document design system that help to manage data documents, whether they are text, typed on-line or stored in other ways, or non-textual. The document system was used to store both

documents and ideas about them as linked to the data. The exploration of the documents was used for:

- Adding and coding annotations;
- Coding segments of text at nodes as the data was explored;
- Writing and editing memos on any changing ideas about the documents;
- Searching for actual words or strings or strings of characters in the text of the documents; and
- Creating a report on the document system.

3.5 Reliability and validity issues

Yin (1989;1994) state that reliability of the study can be illustrated as when another investigator follows exactly the same procedures as described by an earlier investigator and conducts the same case study and arrives at the same findings.

According to Yin (1989; 1994), the use of multiple case studies provides the same impact as having to do multiple experiments and enables the same generalisation as do the experiment results. In a multiple case approach the method of generalisation is achieved through “analytical generalisation”, where the theory being investigated is used as the template by which to compare the empirical results of the case study. Yin (1989; 1994) further suggests that, in order to develop a good case study, one should develop a theoretical framework, whether the study is descriptive or exploratory.

The use of a conceptual framework as discussed in section 3.2.1 above provides the critical vehicle for generalising the results of the case study. However, since this study involved some people and not all the people in the organisations, there is no guarantee of replicating the results as the people interviewed may not have been representative of the organisations performance. On the other hand it can be argued that all situations and organisational set-up are different and thus the same response cannot be obtained again and as such reliability per se is not a central issue in studying the performance of aid which can be subject to political interpretations.

Kidder (1981a) and Yin (1994) has developed the following table for judging issues of reliability and validity in a case study approach:

Table 3.1**Case Study Design Test**

Tests	Case-Study Tactic	Phase of Research in which Tactic Occurs	Comments
Construct validity	Use multiple sources of evidence	Data collection	Used report
	Establish chain of evidence	Data collection	Used interviews
	Have key informants review case	Case composition	
Internal validity	Do pattern matching	Data analysis	NUD*IST
	Do explanation-building	Data analysis	NUD*IST
External validity	Use replication logic in multiple case studies	Research design	Structure of Cases
Reliability	Use case study protocol	Data collection	Detailed field notes
	Develop case study data base	Data collection	Mini case reports

Source: Kidder (1981a) and Yin (1994)

The above table provides the four tests that address reliability and validity issues for a case study approach. In this study, construct validity was addressed by using multiple aid organisations from each type of organisation, chain of evidence was established through the in-depth interviews with different key officials in the organisations, and cases were reviewed for logical meaning during the time of writing the cases (Glaser, 1977). According to Remenyi et.al (1998) construct validity refers to establishing correct operational measures for the concepts, ideas and relationships being studied, and this has been considered through the development of the conceptual framework in figure 3.1 above. In meeting the test for the construct validity care was taken in developing the ideas, concepts, relationships and issues in the study, in particular how the four constructs used influence each other and more so the performance outcome of the aid organisations. Construct validity was further enhanced by triangulation through having more participation in the interview process, also

establishing the use of a framework construct relationship. Finally the draft copy of the cases were reviewed by some of the respondents.

Internal validity was addressed by using the NUD*IST software for analysing the data, which was searched for patterns, showing relationships between the performance of the aid organisations the research constructs (Qualitative Solutions and Research, 1994). These constructs form the theoretical framework of the research design, providing a tool for generalisation (Glesne, 1992). Internal validity is also concerned with the causal and explanatory studies of the relationship between different events. This can further be defined as the degree of validity of statement made about whether x caused y (Remenyi, et al. 1998). This validity was supported by the fact that all the four constructs used in the conceptual framework had a more one relationship to the other constructs. It is however seldom to have all the evidence available. Internal validity may be asserted by proving possible alternative explanation of the phenomenon.

Although the external validity has been the major barrier to pursuing case studies, critics state that this weakness is prevalent in a single case study (Yin, 1994). External validity has been tested by the fact that multiple cases were developed and a large number of representative aid organisations were involved. Therefore the generalisation for multiple case study lies in the fact that the conceptual framework developed can be tested through replication logic of organisations operating within the same environment (Glaser, 1977). Importantly in this study the analytical generalisation, was achieved through the use of the conceptual framework as a basis on which to validate the findings.

Finally the issue of reliability refers to whether the evidence and measures used are consistent and stable. From a positivist view the use of multiple case studies can ensure liability as this may reduce or minimise errors and bias during the study. However, Remenyi, et al., (1998) argues that since this study was investigating a phenomena such as performance of aid provided by different organisations and with different interest in the aid agenda the same results can not be obtained and as such reliability per se is not the main issue. Care was taken by ensuring that key people were selected for interviews from the representative aid organisations. The necessary

protocols were observed by scheduling all appointments through government officials and where necessary permission had to be granted prior to visiting other organisations.

Data were collected using in-depth interview methods, policy documents, annual reports, evaluation reports and physical observation. These are well accepted and recognised methods for data collection in case study research (Remenyi et al., 1998; Myers, 1997; Yin, 1994). Interviews were conducted at the organisation premises and sometime visits to the primary schools were organised.

During the process of interviewing the objectives of the research was explained to the participants and interviews were conducted using a non-directive technique which allowed participants to focus on specific issues but permitted them the freedom to expand on areas of personal interest and issues. Participants were encouraged to explain the aid programmes through critical incidents, episodes, examples, and metaphors that were crucial in their organisations

The majority of participants agreed to have the interviews tape-recorded. Each interview lasted about one and half-hours to two hours. The interviews were transcribed the same day and discussed with the participants the following day. The objective of this endeavour was to validate interviews and to identify whether participants missed out any information. Further validation was secured by interviewing two or more participants from the same organisation concerning the same information.

Physical observation provided further valuable insights and validation to the various organisations in the study. During the period of data collection there was a seminar organised by The World Bank and UNICEF for preparation of the Education for All seminar to be held in the region, the East and Southern African countries. This allowed me to listen to the debate on aid for primary education. In this way further validation of data was obtained (Yin, 1994).

CHAPTER FOUR

CASE STUDIES

4.1 Introduction

The case studies in this chapter have been based on the three types of foreign aid organisations administering programs in the primary education sector in Zambia. Each case study describes the findings on the performance of each foreign aid organisation, based on the four constructs - objectives, planning, implementing aid programs and performance of the aid programs. The first case study presents aid administration in ten bilateral organisations. The second case study discusses six multilateral organisations and the third focuses on the work of six non government organisations. NUD*IST was used to develop matrix tables, from the coding of official documentation and interview texts. The NUD*IST software was used to facilitate analysis of the data collected. NUD*IST works with textual documents, and facilitates the indexing of components of these documents; it is therefore able to search for words and phrases very quickly; and claims to support theorising through enabling the retrieval of indexed text segments (Richards & Richards, 1994; Weitzman & Miles, 1995). However to present a step-by step account of how NUD*IST was used would be misleading. What NUD*IST did was to facilitate the reports of the base data in terms of key characteristics relating to the interviews and the organisation's documentation, where in regards to the four constructs and the assessment categories of the performance. The themes were developed as theories and tabulated into a matrix table (Table 4.0, 4.4 and 4.8). One of its advantages over manual method of teasing the data is the relative ease with which the researcher can switch between different phases of data analysis (Qualitative Solutions and Research, 1994). Broadly, however, there were three stages of dealing with the data- its introduction; its indexing; and its retrieval in report format (see appendix 5). This meant that the study had to work with reports by taking notes of the ideas as they were emerging through out the analytical process. Galser describes the process as 'the theorising write-up of ideas and their relationship as they strike the analyst...the process

exhausts the analyst's momentary ideation based on the data with perhaps a little conceptual elaboration' (Glaser, 1978, p88-84). While using NUD*IST these ideas can be written at any point on the report and used to interpret the data into a matrix table. Therefore the tables developed were largely the impression drawn from the reports of both the interview text, field notes and aid organisation documentation. Following the interviews using a tape recorder, the interviews were transcribed onto a word document. Three decisions regarding the format of the transcriptions had to be made: 1) the size of the units; 2) the content of the header; and 3) the use and format of the sub-headers (see appendix 5). The role of NUD*IST was the ordering of reports used for developing theory. Of course these useful ordered retrievals were due to NUD*IST. It is doubtful there would have been enough time, using manual methods, to create such a comprehensive and systematic indexing system. In addition NUD*IST allowed quick access to printed reports where thoughts could be scribbled, facilitating the development of theory in highly organised way where as manually sorting of the data would have been difficult and time consuming. However, the thinking was all mine. The human brain was needed to complete this process successfully. The superb organisational skills and facilities for automation offered by NUD*IST made the mundane tasks easier to get through, but as Kell said: 'the role of the computer remains restricted to an intelligent archiving (code-and retrieve) system, the analysis itself is always done by human interpreter' (Kell, 1997). This is therefore the point that is sometimes lost when dealing with computers as 'overdetermining monsters' capable of autonomous power to make methodological change.

For each case study, extensive interviews were undertaken with senior officials of aid organisations from both overseas and local offices. In addition, information on aid administration and projects were collected from local and international organisations.

4.2 Bilateral Aid Organisations

Bilateral aid organisations are those organisations that provide development assistance directly to the host government. This type of development assistance represents the largest amount in dollar terms compared to the other two sources of aid. The case study on bilateral organisations involved ten agencies namely:

- Department for International Development (DFID);
- Danish International Development Agency (DANIDA);
- Finnish International Development Agency (FINNIDA);
- Canadian International Development Agency (CIDA)
- Swedish International Development Authority (SIDA);
- Norwegian Agency for International Development (NORAD);
- Irish Aid (IA);
- United States Aid (USAID);
- Royal Netherlands Embassy (RNE);
- Japanese International Co-corporation Agency (JICA).

Each of these organisations has worked in Zambia for at least three years, with SIDA and FINNIDA having had over ten years experience in the Zambia primary education sector.

Table 4.0

Bilateral Organisations Summary of Case Study Report

Case	Objective Setting			Planning Process			Implementation Channel (s)			Performance Outcomes		
	1	2	3	4	5	6	7	8	9	10	11	12
DFID			√			√	√			√		
DANIDA			√			√	√			√		
FINNIDA			√			√	√			√		
CIDA		√				√	√			√		
NORAD			√			√	√			√		
SIDA			√			√	√			√		
IRISH AID			√			√			√		√	√
USAID		√				√		√		√		
Netherlands Embassy			√			√		√		√		
JICA		√				√			√	√		

Legend: Objectives Setting Planning Process Implementation Channels Performance Outcomes
1 Unstructured 4 Bottom Up 7 Multi ple Channels 10 Extent of Coverage
2 Semi-Structured 5 Consensus 8 Single Channel (Other) 11 Facilitation
3 Structured 6 Top Down 9 Own Channel 12 Sustainability

4.2.1 Department for International Development (DFID)

The British Department for International Development (DFID) formally the Overseas Development Assistance (ODA) is discussed in this section. The acronym DFID will be used to cover the work done under the ODA in the past, as they both covered all development assistance from the British Government. The volume of aid to Zambia from the DFID through the British Council to the education sector is the largest among all bilateral donors in terms of financial terms [1]. This aid is made up of several components (Coombe, 1990). Initially, the bulk of this aid was used to supplement the salaries of British expatriate teachers in secondary and higher education, especially in the Natural Sciences, Mathematics, and English language. Key English Language

Teaching (ELT) specialists were also provided to schools to act as catalysts and advisers to the Ministry of Education (MoE) as part of this funding scheme.

A large component of the DFID support has been made available through the provision of scholarships in the UK, as well as some local training programs within Zambia. UK universities have been linked to the departments and faculties of the Zambian University through projects financed by the DFID.

The DFID book presentation programme has provided books to a wide variety of Zambian institutions. Some of these have included texts for Mathematics, English and Science. The new materials assistance programme under the Zambia Education Material Project (ZEMP) has now replaced the DFID book programme.

The British Council, on behalf of the Department for International Development (DFID) has administered a large portion of the British material assistance to Zambian education. The Council had discretionary funds that allowed it to act as an independent contractor to support other development assistance through both multilateral and bilateral agencies. The Department for International Development (DFID) is one of the oldest bilateral organisations working Zambia and its involvement in Zambia's economy dates back to pre-independence, that is during the British rule over Zambia. The work of the DFID in the primary education sector is largely involved in providing staff development through teacher development centres.

4.2.1.1 Department for International Development (DFID) Programs

The DFID, like most of the bilateral aid organisations, has clear objectives and elaborate planning processes in place, as indicated by the results of the matrix generated above in Table 4.0 on page 56. The implementation process for all its programs is mainly through the British Council and the Ministry of Education (MoE). Before the Jomtien Conference in 1990, support from the DFID was mainly in the tertiary and secondary sectors, with emphasis on the provision of expatriate staff who were seconded as technical assistants (TAs) [1].

The DFID has moved gradually from the provision of TAs to the Zambian government to, more recently, supporting the Ministry of Education through the Basic Education Sub-Sector Investment Program (BESSIP) [1]. That is a move away from relatively small discrete projects towards larger and more substantive national programs, where it provides aid to support Zambia in defining her own educational

policy. Since 1994, the DFID has been involved in two major primary education projects, the first is the Action for Improving English, Mathematics and Science (AIEMS), and second is the Primary Reading Program (PRP) [2]. These projects are discussed below [2].

a) Action Improving English, Mathematics and Science (AIEMS)

The AIEMS program was developed by the DFID in the United Kingdom and was handed over to the Zambian Ministry of Education (MoE) in 1994. The primary objective of the program was to develop the professional abilities of teachers' nationwide through developing teacher support systems. This program was an attempt by the MoE to provide every primary school teacher in Zambia with access to teaching resource centres. The program which has a budget of over 13 million Pounds Sterling is scheduled to end by the year 2001.

b) Primary Reading Program (PRP)

The objective of the Primary Reading Program (PRP) is to assist Zambia to improve the quality of reading in the local language in primary schools. The program is designed to ensure that there is Zambian ownership of the program through the MoE. The Program is the result of a study commissioned in 1997 by the DFID to assess the reading level of all primary school children in Zambia. The study indicated that most children in primary schools were reading below their grade levels, and attributed it to the fact that the children struggled to learn English from year one, while using their local language at home. As a result many children who attend for six or even seven years are functionally illiterate at the end of this time. The solution proposed was to build literacy skills at the primary level through the use of local languages.

A direct consequence of this program has been the active support by MoE for a shift in Zambia's language policy in schools from the situation where English was the medium of instruction from Year one.

The next section will discuss the DFID application of the constructs used to analyse the performance of the aid in primary education in Zambia. These constructs were used in the DFID project documents and were frequently mentioned during the interviews with key project officers within the organisation.

4.2.1.2 Assessing Aid Administration in Department for International Development (DFID)

a) Objectives setting

“DFID has articulated and refined its objectives for Aid programs over the years” (DFID, 1990). The DFID had clearly spelt out objectives and that these objectives were used to assist DFID perform satisfactorily in supporting the specific areas discussed above. These objectives were stated in the project documents, government publications such as the white paper policy documents and project evaluation reports. Officers interviewed indicated that because DFID was answerable to the British public through Parliament it was mandated to develop clear objectives that could be measured so as to show results [1].

b) Type of Planning

According to the project documents, DFID planned its programs in the United Kingdom, these programs included the Action for Improving English Mathematics and Science (AIEMS) and the Primary Reading Programme (PRP) which was introduced in Zambia in 1994. The planning process for the PRP involved nationwide research on the Zambian children level of reading. The research revealed that children with six years of education were reading at three years level. During the research the MoE was involved from the beginning of the process, however the idea of developing the PRP and the AIEMS was developed and planned by DFID in the London. This confirms the top down approach in the planning of development assistance in the primary education by DFID.

c) Implementation

Both the AIEMS and PRP were implemented through the British Council and the MoE, with DFID providing the supervisory and monitoring role. This means that DFID used a multiple channel approach in the support for primary education sector. Both the British Council representative in Zambia and the MoE official confirmed that DFID aid was channelled through their offices and that DFID relied on project evaluation reports [4]

d) Performance Outcomes

The overall performance of DFID in relation to activities in the primary education sector may be described as hardly satisfactory. There is now a clearer view in the Zambian Education system about what needs to be done to improve the quality of the primary education. The AEIMS project has established a national system of professional support for teachers that did not exist before. Under the AEIMS project, there are now significant changes in classroom techniques due to the nationwide Resource Centres. Thus the DFID programs provide teachers with resources, teacher training and primary education reading materials for the PRP. In summary, DFID has made contributions in the area of professional development of teachers, school learning materials and improvements to the classroom by providing teachers with resource centres.

4.2.1.3 Discussion

Taking into consideration both the interviews conducted in 1998, with the DFID staff in the United Kingdom and Zambia offices and the project documents discussed above, DFID has set objectives, planning processes and implementation procedures in their programs. These were all aimed at outcomes such as children learning more effectively, improving quality of the education and children staying on in schools. Despite this, the performance of DFID has been hardly satisfactory. Effecting real change in primary education is not a “quick fix” situation. Discussion with the respondent at the overseas DFID office revealed that there were major hurdles in the design and management of aid programs. For example, in the PRP the development of new reading curricula in local languages, was not straightforward especially given that Zambia has 73 dialects, with distinguishable vocabulary, pronunciation or idioms. This situation presented similar difficulties in implementing the program to the resistance that was experienced from the local education officers when the Action for Improving English Mathematics and Science AEIMS was first introduced. However, contribution of the DFID working with MoE during the research, has assisted the MoE in handling the introduction of local languages in year one of primary school. Each province is to choose the common language to be taught. The program is currently being piloted on the Copper Belt province where the common local dialect Bemba is now being used in some of the schools.

In considering assistance in the education area, one respondent argued that improving primary education is a long-term investment which takes a considerable time to show results. For example, it has taken over two years for DFID to assist Zambia in defining what should be done in developing the primary language reading program (DFID, 1997).

In a political context there are always conflicting interests that need to be negotiated. For example, on one hand, the Zambian government wants to see resources on projects that improve its political influence while the DFID, on the other hand, needs to maintain control of programme funds for the purposes of accountability to its home government.

4.2.2 Danish International Development Agency (DANIDA)

DANIDA is an integral part of the Danish Ministry of Foreign Affairs and operates as the administrative agency of all Danish development assistance to the developing world. DANIDA's policy for the past 5 years has been to support primary and basic education in Zambia. This policy focus began with the Support Primary Education Program (1996 –1999).

DANIDA's overall policy framework focus is poverty alleviation. Apart from this, DANIDA does have some concerns that influence its response to a country seeking development assistance, which include environmental concerns, gender equity issues, and good governance. However, the largest concern for DANIDA have been human rights and good governance, following the October 1998 attempted military coup, DANIDA's concern was the treatment of those involved.

In the past, DANIDA has provided support for training in a range of different areas such as agriculture, energy and industry, as well as support in the context of integrated rural development projects (Mortensen, cited in Buchert, 1992). DANIDA has also had strong involvement in various kinds of vocational and technical training, from tertiary to local community-based. However, although DANIDA does not have a formulated and publicised policy for education as yet, Mortensen (cited in Buchert, 1992) has argued that there have been some evidence of an emerging policy. There has also been a broadening of DANIDA's current support for education to cover primary education. In 1994, DANIDA published the strategy document "A Developing World"

which stipulated DANIDA's long-term approach to development issues and emphasised poverty reduction (DANIDA, 1998). This document supports the use of a Danish resource base for planning and implementing development assistance, and is a result of DANIDA being one of the major sponsors of the Jomtien Conference on Education for all in March 1990. This conference influenced DANIDA's support and attention to education for the children and youth of primary school age. The specific direction for DANIDA has been to support donor co-ordination initiatives through organisations like the Donors to African Education (DAE).

DANIDA has responded to the challenges of providing primary education support, consistent with the Support to Primary Education Project (SPEP) that concluded in December 1999. DANIDA is also supportive of the Basic Education Sub-Sector Investment Program (BESSIP) where the four components of Teacher Education, Special Education Needs (SEN), Reconstruction, and Curriculum Development have been included. According to one of the respondents, these components were supported by DANIDA for a five-year period from 2000 to 2004. The Teacher Education component has targeted improvement of the teacher training in the colleges, where the new curriculum is being taught. Under the Special Education Needs, DANIDA has funded the training of the teacher's for handicapped children. The Reconstruction programme has renovated all teachers' training colleges and the Curriculum Development has developed the entire primary education school curriculum and this has been in to meet the improved teachers' training curriculum which was also improved [5].

4.2.2.1 DANIDA Programs

a) Zambia Teacher Education Reform Program (ZATERP) 1997 -1998

The ZATERP was set up as a comprehensive national policy on education with a major focus on the improvement of quality in primary and basic education. Teacher education is central to the success of this program. The ZATERP was established in 1997 to design and implement a new basic teacher education curriculum that accurately reflects the contemporary needs of Zambia [6]. Under this program DANIDA established a network of teacher resource centres in the entire teacher training colleges in the country.

b) Reconstruction of Teacher Training Colleges (TTCs)

DANIDA has been mainly involved in the reconstruction of the teacher training colleges, and was initially working in isolation from the MoE. However, in the last 5 years, there has been a shift to involving the MoE more fully involved in the programme, to ensure the long term survival of the work.

In addition DANIDA has taken a holistic approach to providing aid by supporting the development of a new teacher education curriculum, which has been adopted at national level. The DANIDA team has been located at the curriculum development centre in Lusaka and is working with Zambian counter parts in achieving its objectives.

c) Special Education Needs or Inclusive Schooling Program (INSPRO)

INSPRO has focused on the training of teachers for special education needs or inclusive schooling. DANIDA launched this program from the Lusaka teachers' training college, where it sponsored a training exchange program and Zambian teachers were sent to Denmark for training and Danish teachers came to Zambia to teach at the college of the teachers' for the handicapped [6]. This was the first initiative among all the donors to target specifically the training of teachers for handicapped. After three years of training in Denmark the training was localised by using those that had been trained overseas to train other locally [6].

d) Sector Program Support (SPS)

SPS also known as the Basic Education Sub-Sector Investment Programme (BESSIP), provides sector-wide bilateral development assistance. The benefits of SPS concept include the distribution of ownership of development programs to central and other levels of government such as local government, the private sector and non-government organisation as well as communities. According to a DANIDA consultant interviewed in Lusaka and the data provided in the project documents, all these components discussed above were provided through DANIDA developing clear objectives, planning and implementing the programs.

4.2.2.2 Assessing Aid Administration in DANIDA

a) Objective setting

According to a DANIDA respondent, DANIDA has clearly set objectives and plans its aid programs. These objectives were stated in the project documents for all the

components in which have been discussed above. By 1990, these objectives were further influenced by the Jomtien conference that had a specific focus on primary education.

b) Type of Planning

DANIDA started planning work in the primary education sector in 1995. During the first phase of its work at the three teacher training colleges, the MoE did not know exactly what was going on, because they were not involved. This situation presents a typical scenario where donors provided assistance that was not a priority for the Ministry of Education at that time.

During the time of the data collection interview June 1999, DANIDA was in the process of preparation for another five-year support program to begin in January 2000. This time it fully involves the MoE.

c) Implementation

DANIDA as from 1999, involves the MoE, in the implementation of the programs. In fact, DANIDA now relies mainly on the Ministry of Education (MoE) to implement its programs. As already indicated above, this was not the case five years ago when the aid organisation developed parallel structures for implementing their own projects. This resulted in the duplication of services and meant that the Ministry did not support programs after the donors withdrew.

d) Performance Outcomes

DANIDA has encouraged sustainability by carefully designing programs to limit recurrent costs by spending more in the developmental stages. Sustainability has been encouraged by changing the names of the programs to reflect ownership by the MoE. For example, the Zambia Teacher Education Reform Program (ZTERP), was closely associated with DANIDA, but became the National Teachers Education Program (NTEP). One strategy by the Department For International Development (DFID) has been to remove logos, signs and vehicle registration numbers associated with DFID to encourage Zambians to claim ownership of the projects. The question can still be raised as to what extent this strategy will realistically contribute to achieving sustainability.

In terms of percentage of Gross National Product (GNP), DANIDA is the highest contributor among all the donors, spending 1.7 percent of GNP (Jensen, 1999).

In Zambia this amounts to an annual budget of about US\$ 25 million dollars. Only 13 members of staff manage this budget [8]. By comparison, the Dutch Embassy spends less than half DANIDA's budget but has a staff of 34. DANIDA policy recommends that program administration constitute no more than 4 percent of the program budget, compared to most donors who put theirs at 15 percent of the program budget. In terms of workload, DANIDA staff has five Government Ministries to deal with. According to a DANIDA respondent, this may have obvious implications on the quality of the administration, such as lack of focus, as members of staff are spread too thinly over too many programs [8].

4.2.2.3 Discussion

Most of DANIDA's assistance now goes through the MoE although the agency also provides some assistance to other multilateral and non-government organisations on a project-by- project basis. DANIDA has expressed some concerns with the new approach of having MoE as the managing agent of all funds for the BESSIP 'basket funding' approach. Although the MoE does have some excellent civil servants to manage the development assistance funds, they are too few [7]. Therefore, DANIDA is, at the moment, not prepared to completely give up all control on its funds to the MoE. It has, however, chosen to work within DANIDA policy of maintaining full control of the disbursement of funds as required by the Danish Government.

This situation will continue until such time that the Ministry has in place an efficient and effective structure. However, such a structure is likely to take a very long time, as there is currently a lack of qualified personnel at all levels in the Ministry of Education [7]. The issue of increasing the MoE's capacity to manage foreign aid programs has to be addressed by the MoE and there is some sign of this challenge being taken up in the last year with MoE officials claiming ownership of various programs, this will allow the development of MoE officers.

Community participation in DANIDA's programs has been an important factor, especially in the Special Primary Education Program (SPEP). This project will continue in accordance with the BESSIP approach and will encourage community and staff to contribute in the development of teacher training programs.

DANIDA is reluctant to offer technical personnel as it is against Zambian government policy to continue relying on such support. According to a DANIDA

respondent in Lusaka, this has led to some doubt as to whether the ambitious new approach of depending totally on the MoE to implement DANIDA's programs is the best solution. The other observation made by a DANIDA respondent is that the Zambian government lacks the resources to the capacity. This has further been demonstrated by the government's inability to pay the recommended salaries in the new structure. So the public service reform program, which has now been going on for the past one and half years, has not yet been implemented. But since the MoE is in a hurry to implement the new structure it has gone ahead and appointed some directors. These new appointees are still being paid old salaries, due to the Ministry's lack of funds. Another suggestion is that the MoE be provided with short-term consultants in the interim. These consultants could be paid by DANIDA and will be seconded to the MoE. This proposal has been put forward but the MoE has not yet responded.

DANIDA does accept that the MoE does have a clearly defined national education policy that is 'educating our future, 1996'. The document describes a very progressive primary education policy, where active learning is encouraged and where responsibility for learning is placed on the learner. All this matches very well with DANIDA's own policy. However, Zambia does not have a body of professionals to implement the change. One respondent, a DANIDA consultant, stated that the calibre of people even in the teacher's colleges is too low, and that these educators have been neglected for too long.

Another component, supported by DANIDA, is the inclusive schooling program, which is part of a special education program that generates equity within curriculum development. This will mean that the curriculum addressing three cross-curricula issues: sensitivity to the learning needs of both girls and boys; learning of all children regardless of their intellectual ability, and physical or emotional disability; better understanding of the particular needs of children from disadvantaged and other vulnerable groups. Finally, DANIDA would like to see a successful national teacher education program with an extensive network of teacher resource centres, and an established primary education curriculum. It would also like to see the status of primary education raised and an active community-based program working towards inclusive schooling (DANIDA, 1998). A DANIDA respondent stated that, for all this to happen, Ministry of Education (MoE) must develop policies that support the development of

educators in the primary education sector. This can only come when the University of Zambia (UNZA) starts graduating PhDs in primary education for teacher education.

4.2.3 Japanese International Co-operation Agency (JICA)

The work of the Japanese International Co-operation Agency (JICA) in Zambia evolved from projects mainly in the Ministry of Health at the University Teaching Hospital where various experts were provided including doctors, teachers and technical staff. The Japanese International Co-operation Agency (JICA) first began working in the primary education sector in April 1998. The focus of JICA's policy framework in all providing development assistance to Zambia was through poverty eradication. According to JICA respondent, JICA believes that better education leads to a better health, which in turn supports economic development.

Since 1990 Japanese aid to the education sector has been mainly directed at the construction of junior secondary schools. Later support has included the restructuring of several trade schools under the Department of Technical Education and Vocational Training (DTEVT). The notable area of interest has been the auto vehicle mechanics and electronics trades. JICA has financed the building of the school of Veterinary Medicine at the University of Zambia (UNZA) through grant aid and has continued to provide expatriate staff, equipment and training. Some support has also been provided to the School of Medicine at UNZA [9].

4.2.3.1 JICA Programs

JICA began its support to Zambia by providing Japanese Overseas Co-operation Volunteers (JOCV) in the areas of science and engineering. Later JICA was involved in providing experts to the Nkuruma Teachers Training College, but it is only since November 1998 that JICA has provided aid to the primary education sector. This change came as a result of the Zambian Government requesting particular assistance from the Japanese Government in the area of primary education. At the time of this research JICA had just started responding when they started planning in the construction of primary schools in Lusaka in 1998 at the request of the Zambian government [9].

4.2.3.2 Assessing Aid Administration at JICA

a) Objective setting

JICA's philosophy is one of providing learning early in life as it is very difficult to teach adults. New technology requires young minds that can easily absorb the new knowledge. Therefore JICA supports program such as child to child teaching and child to adult teaching programs.

At the time of data collection, however, JICA had not developed any clear objectives in the primary education sector. JICA's first project involved building four schools in Lusaka's shanty compounds [9].

b) Type of Planning

The planning process for assistance in primary education began in April 1998. According to a JICA respondent interviewed in Lusaka, JICA planned to construct 4 primary schools in the shanty compounds of Lusaka, these were Bauleni, John Lang, Ngombe and Mumana. The building contract was awarded to a Japanese consultant who in turn appointed a local contractor to build the schools. Although the request came from the Zambian Government the MoE was not actively involved in the planning process.

c) Implementation

JICA was fully involved in the construction of the schools although it had appointed a Japanese consultant. The JICA respondent stated that, JICA also involved the community by choosing the headmasters for each school before the building process. The headmasters were part of the construction management team, which also included the Parent Teachers Association (PTA). The PTA was involved in the selection of teachers and pupils for the schools. The children had to be from the vulnerable families that could not afford government school. This gave the community a sense of ownership for the school.

d) Performance Outcomes

As JICA has only been involved in the primary education area recently, it may be too early to evaluate its impact. According to a JICA respondent, the organisation does conduct evaluations of its projects or programs every year and every five years.

JICA mainly uses Japanese evaluation teams, but sometimes may hire local evaluation teams to provide follow up on the progress of the program in the interim.

According to a JICA respondent, JICA identifies three major elements to its aid program. These are hard material, package material and soft material. The hard material is the actual construction material, the package is the technical co-ordination and the soft material is the expertise needed for the program, and the co-ordination which is critical in reducing duplication.

4.2.3.3 Discussion

According to a respondent, JICA has experienced some difficulties in using locally qualified Zambians, as most of them have left the country. This has been due to poor pay and the lack of professional recognition of the sector. The majority of this staff include the highly trained primary and secondary school teachers.

Some major constraints on Zambia taking control of its own development are a lack of self reliance, limited resources and a lack of economic independence which are a result of too much reliance on outside assistance and constitute a phenomenon known as the donor dependence syndrome (Saasa, 1996). One objective of JICA's has therefore been to encourage Zambians to develop self-reliance through community-based fund raising activities and by requiring those that can afford to pay for services to do so with a user pays strategy for schooling. Another JICA incentive has been the 50/50 program that provides 50 percent of hard material and 50 percent soft material, with the Zambian Government providing the other 50 percent of both the hard and the soft material. JICA has used reliable and locally available material in the construction of schools so that they can be easily maintained in the future. Soft material involves training for local staff to take over a program when JICA pulls out. In order to enhance working relationships with the Japanese JICA sends locally hired consultants to Japan for an orientation to the Japanese work ethic. This approach develops a team spirit and helps local staff to participate more effectively in the programs offered to Zambia.

JICA has not fully embraced the concept of a 'basket funding' as embodied in the Basic Sub-Sector Investment Program (BESSIP), despite participating in the conceptualisation of the BESSIP approach. Basket funding is still a controversial issue and there is no evidence that basket funding has been used successfully, thus, JICA has been very cautious in this regard [10]. Therefore, some the aspects of basket funding are

too far from JICA's policy of strict control in the disbursement of its aid. Since the Ministry of Education (MoE) has not established a basket funding accounting system it does not have the accountability that would attract donors like JICA to allow it the full control of its funding. As a result JICA has continued to use Japanese consultants in the design and development of its development assistance programs and funding arrangements.

JICA has however, accepted in principle the introduction of the basket funding approach as a method of providing assistance to primary education in Zambia [10]. It participates in informal donor meetings and a JICA Project Manager is a member of the joint steering committee that is looking at the modalities of basket funding for the primary education sector.

The basket funding approach provides the much-needed co-ordination among the donors in primary education sector as it will allow the MoE to have the control of targeting priority areas for future development in the primary education sector.

One strength in JICA's assistance is that it is in response to requests by the recipient government rather than being imposed on the recipient country. Another strength is that JICA is not politically tied to the government of the day. In this way JICA has developed a positive working relationship with the government and other donors working in the primary education sector.

4.2.4 Norwegian Agency for International Development (NORAD)

NORAD is the official bilateral agent for the Norwegian Government and has been involved in education intervention in Zambia since the 1970s, but its assistance has been mainly through supporting Non Government Organisations (NGOs), multilateral and other bilateral organisations involved in education activities. NORAD's earlier approach to supporting education, and in particular primary education, was very fragmented and lacked focus. However, since 1997/98 NORAD has been involved in the pre-basic education sub-sector investment program (BESSIP) planning and is now one of the key donors in this plan.

4.2.4.1 NORAD Programs

NORAD's general policy framework makes education a priority and seeks to develop civil societies that can bring about transparency and good governance in

recipient countries. As such, NORAD considers Zambia a priority for education support and, in particular, the primary education sector which has been neglected for a long time. Specifically NORAD supports the Programme for Advancing Girls Education (PAGE), and is working in partnership with UNICEF in the Lusaka and Eastern Province of Zambia [11].

NORAD's first project was in 1970 when it assisted the Zambian Government in establishing the Zambia Education Projects Implementation Unit (ZEPIU) and it has continued to provide technical assistance and financial support to education projects executed by ZEPIU. NORAD provided experts to assist in the design of the Ministry of General Education and Youth Services (MGEYS) planning unit and at the same time supported ZEPIU in the restructuring and preventative maintenance of three secondary schools from 1990 to 1992. Besides these activities NORAD provided financial and technical assistance in rural water supply projects which benefited many rural primary schools. The Self Help Action for Primary Education (SHAPE) program also benefited from NORAD since its inception, where rural communities were encouraged to help themselves in building primary schools through the self help scheme. NORAD provided them with material that they could not provide locally, such as books, desks and chairs. NORAD has also provided expert technical assistance in subject and special education areas of school inspectorate. The adult literacy programme implemented by the Ministry of Labour, Social Development and Culture (MLSDC) has also received NORAD assistance.

4.2.4.2 Assessing Aid Administration in NORAD

a) Objective setting

NORAD acknowledges that education is a means of developing society as a whole and that education plays a major role supporting other social sectors like health. These factors are fully supported by Norway's own policy in education and can be recognised by the focus on education is a priority area for assistance in developing countries including Zambia. As with other bilateral organisations, NORAD has objectives in the primary education sector.

b) Type of Planning

The planning process like most other bilateral organisations is mainly top down as they have to plan according to the home government and usually in line with other bilateral and multilateral organisations like the World Bank and United Nations Children's Fund (UNICEF). For example NORAD worked with the Dutch, the World Bank and UNICEF in planning the Program for Advancing Girls Education (PAGE). In actual fact UNICEF initiated the program and all the others join and provided support.

c) Implementation

NORAD does support work by NGOs at the community level, even its development assistance administered through the MoE targets the communities at a grass root level. For example the four primary schools that are supported are located in the Eastern Province town of Chipata are community schools that have operated through the local people. This means that NORAD works with the MoE, NGOs and the local community groups in supporting primary education. Hence multiple channels are used to execute its aid programs in primary education in Zambia. Both the NGOs and MoE allow NORAD to benefit from the local knowledge these institutions will have on the communities, as they have been working in the area much longer.

d) Performance Outcomes

Although NORAD has been involved in primary education since the Jomtien international commitment, it has hardly performed satisfactorily as it is still a new player in the primary education sector. NORAD has not evaluated its work in the primary education sector and this may be because its work has been fragmented and has mainly supported other institutions in this area. NORAD has experienced problems of poor co-ordination of its development assistance in the primary education sector in Zambia. An example of this is the lack of support from some local community who still have the view that educating girls is a waste of time as their role is to have children and take care of their husband. This is why the PAGE program has not been fully implemented. According to a NORAD respondent, the other the biggest challenge for NORAD has been working through other donors, in this case the Dutch, World Bank and UNICEF. This means that it has to rely on their judgement during the evaluation of the program, and as such NORAD may not have the full picture of the impact of its contribution to the program.

4.2.4.3 Discussion

NORAD supports basket funding, which means that it has agreed to allow the Ministry of Education (MoE) to be accountable for NORAD funds [10]. This means that MoE can decide the priority areas for NORAD funding within the Basic Education Sub-Sector Investment Program (BESSIP) approach. Although the sector approach has not succeeded in the Agriculture and Health Ministries, NORAD does accept that there are some lessons to be learned from these Ministries and that the Ministry of Education is now better placed to advise the donors. According to a NORAD respondent, the challenge lies in the financial system at the Ministry of Education being transparent enough for other donors to put their money into the basket model.

One aspect that differentiates NORAD from other donors is the emphasis on equity. They strongly support primary education for females and for the most vulnerable children in society. In most cases, NORAD has not supported projects that are not equitable. According to a NORAD respondent, NORAD's support for BESSIP was subject to the program fully addressing the PAGE.

NORAD supports donor co-ordination and believes that individual isolated projects with the MoE, should be discontinued. NORAD claims that all donors should work together to activate government policy and that all the agencies should co-ordinate their support. For example, currently, the MoE spends a lot of time receiving individual delegations, arranging meetings and attending conferences, all in the pursuit of seeking development assistance. Donors developing well coordinated offers of assistance can avoid much of this organisation.

4.2.5 Irish Aid (IA)

Irish Aid (IA) is the Irish Government's arm for implementing support that may come from Ireland to Zambia. Irish Aid has been in Zambia for over 10 years and its work in the primary education sector has increased in the last 5 years [13]. Irish Aid is guided in its activities by Zambian Government policy. Overall Irish aid has been directed at poverty reduction with priority in four key sectors: health, education, water and infrastructure. This focus compliments the contribution of other donors and the needs of the Zambian government.

4.2.5.1 Irish Aid Programs

The work of IA in Zambia has been located in the Northern Province, which is the largest province of Zambia's nine provinces, but is the fifth most populated. According to the 1990 census, the population of Zambia was 7,759,167 persons with 62 percent of the population found in rural areas and 38 percent found in urban areas [13]. Since then it is possible that the urban/rural ratio has increased. At the same time the population density ranged from 5.5 persons per square kilometre in North Western Province to 46.6 persons per square kilometre in the industrialised Copperbelt. From this census, it can be estimated that, the population of Zambia is at 9,565,000 and the population of Northern province where Irish aid is targeted is 1,164,000 (O'Keeffe, 1997). The province is divided into nine districts of which Kasama District is the second largest and the most populated with a population of approximately 250,000 [13]. These programs began in 1993 as part of integrated development assistance by Irish Aid to develop Kasama District in the Northern Province. The program supported water and sanitation projects aimed at providing water wells and functional pit latrines to the rural schools in the Kasama District.

a) Primary Education Assistance

In Zambia growing poverty and continued inadequate state education budgeting has caused the provision of education to fall (O'Keeffe, 1997). Although considerable gains were made during the first two decades of independence, these gains have been reversed. Gross enrolment rates in primary education have dropped and the quality of education standard is less than 30 percent (O'Keeffe, 1997). O'Keeffe (1997) has argued that, at every level, the situation for girls is worse than for boys and that the situation for rural children, girls and boys, is worse than for their urban cousins.

Kelly (1991) states that government spending on education has fallen to 10 percent or less of the total public budget since 1990 and, in recent years, spending has been no more than 2.5 percent of the Gross national Product. Kelly sums up his views as follows:

“The Large scale reduction in funds for education, and the diversion to tertiary education of resources that traditionally had gone to primary, have left in their wake a badly scarred and in many ways utterly devastated primary school system. The physical signs abound, in dilapidated and decrepit buildings, absence of school furniture, scarcity of teaching materials and supplies, little inspection of schools. The

outcomes are uninterested teachers, educationally deprived children and a populace that asks ever more insistently about the value of the education that is on offer.” (Kelly, 1991.)

It was in view of this crisis that the Irish government responded with the Kasama Primary Education Project (KAPEP). This project has clearly set objectives to address the following problems:

1. Dilapidated and decrepit buildings;
2. Absence of school furniture;
3. Scarcity of teaching materials and supplies;
4. Little or no inspection of the schools; and
5. Uninterested teachers and educationally deprived children

b) Kasama Primary Education Project (KAPEP)

KAPEP’s areas of support include, water and sanitation projects which have, amongst other activities ensured that all rural schools in the District have a functioning water supply and an adequate number functional pit latrines. The KAPEP developed the following objectives: to improve the environment for primary education by the rehabilitation and renovation of school facilities; to improve each school with a package of basic educational materials; to assist in the provision of an in-service training program that will develop the capacity of teachers, inspectors and education officers to manage and deliver primary education effectively; and to enhance and develop community capacities for fuller and more meaningful participation in decisions affecting their children’s education.

This is the largest single project within Irish Aid in Zambia and it is managed at provincial level by a Zambian Manager, who reports to a Kasama-based Irish-appointed Zambian Senior Manager responsible for the whole of the Northern Province Development program [13]. In order to ensure sustainability of the program, Irish Aid has appointed a Zambian School Inspector from the Ministry of Education (MoE) who is paid a supplementary salary from KAPEP to act as the Manager of the schools in the district. Regular visits are made to Zambia by an Irish educationalist who acts as the project’s Educational Material and Training Consultant. It was upon the advice of this consultant that the in-service education training for teachers was expanded from its

original vision, which first started as a pilot program, for teachers from ‘project schools’ to providing the service to all the schools within Kasama District.

In the building and reconstruction support Irish Aid targeted to complete the rehabilitation or construction of new schools on 18 sites by the end of 1997 or early 1998 [13]. Within this period the project was to build or rehabilitate three teachers’ houses for each school as required. These schools were supplied with pupils desks, office furniture, books, teaching equipment and other educational materials. However, the long-term plan for KAPEP is to rehabilitate 80 rural schools that have not been supported by any project.

c) Community Participation

The degree of community participation in schools varies considerably. In some areas such as Tukuta in the Kasama District where communities are highly motivated and have actually initiated the school construction and building project. However, other communities, such as Chandaweyaya, have had to be persuaded to support the building project. Thus for community involvement there sometimes needs to be a dedicated person on site. Therefore, Irish Aid plans for at least three years support for each school building program as this allows enough time for community and MoE consultations.

The Kasama District project employs over 60 support staff, including bricklayers, carpenters and general workers. All except three schools had community members working on site. These people participated in making bricks, drawing water for preparing the soil and transporting bricks to the site from the kiln. Both men and women contributed their labour. The women would generally draw water for preparing the clay while the men would make the bricks and transport them, first to the kiln and then, after firing, to the building sites.

Each KAPEP School services up to 10 villages, and each village takes a turn in providing labour for building the school [13]. Work schedules for the community are prepared by the head teachers, who work in association with the Parent Teachers Association (PTA), and in some cases the village chiefs are also directly involved.

All schools in the KAPEP have active PTAs, and these members, together with the head teachers, are jointly accountable for receiving, storing, and issuing building materials, which are usually located in the head teacher’s office. The use of building materials is carefully recorded and signed for by the PTA chairman and the head

teacher. None of KAPEP schools have reported the theft of materials, which has affected many other donor projects in Zambia.

However, one observation made by the independent evaluators appointed by Irish Aid of KAPEP was that communities wanted a greater exchange of information and ideas as well as more involvement in decision-making processes. Other points of concern to the communities included: i) their being informed of the “hand over” on certain dates, but not understanding that from that time security of the building materials was their responsibility. ii) the community thinking was that KAPEP was responsible for emptying the pit latrines in ten years time, and iii) confusion as to why some labourers were paid, whereas others were expected to work as volunteers.

In view of these issues, the independent evaluators suggested that KAPEP use written contracts and consultative documents drawn up and ratified by both parties before a project commenced.

d) Co-ordination of Agencies

Most of the KAPEP schools are in remote parts of Kasama District, where access is difficult most of the time and impossible during the rainy season. The bridges on these roads are inadequate for trucks loaded with building materials. For KAPEP to make progress there is need for more co-ordinated approach of development assistance in the District, which should address the issue of improving the roads, so as to facilitate the moving of building material. Other donors and District Council need to improve the roads leading to the targeted schools. Thus all school building plans by KAPEP should be supported by the District Council Roads Department and the District Development Co-ordinating Committee.

e) KAPEP Achievements

One of the problems that affects aid organisations in terms of quantifying their achievement is the inaccuracy of the data from the schools. The data that was provided to Irish Aid review team for their 1998 report came from both the Ministry of Education (MoE) Provincial Office and the local district office. Listed below is some of the statistical data that reflects the impact of the KAPEP programs.

f) Changes in Enrolments

Although the figures below show some change in enrolments, no strong conclusions can be drawn from the data.

Table 4.1

KAPEP School total enrolment figures for 1995, 1996, 1997

Name of School	1995 enrolment	1996 enrolment	1997 enrolment
Chandamakula	318	324	323
Chandaweyaya	305	328	351
Chibile	295	275	296
Chilangwa	314	295	224
Chimbola	261	256	275
Itamina	516	506	574
Kafyama	224	261	253
Kamena	420	401	343
Luchindashi	166	241	267
Mabula	288	304	325
Milungu	475	483	540
Mwelwa	459	320	304
Ngoli	496	508	550
Ngulula	349	367	357
Peleti	140	180	180
Shimpa	270	290	318
Tibi	156	167	182
Tukuta	216	236	253
Totals	5668	5742	5915

Source: Irish Aid Zambia, Kasama Primary Education Project (KAPEP) 1997

The figures reflected in the table above show an overall increase in total enrolment of 247 pupils between 1995 and 1997. However, in some of the schools enrolments increased substantially, for example Tukuta increased from 216 to 253 and Ngoli from 496 to 550. Other schools did not register much change and some schools actually had a drop in numbers. The 1997 review team reported a drop in enrolments at the Chilangwa School which was also reported by a later review team. No schools have attempted to find out why their enrolments have fallen. The 1997 review team recommended that every effort be made to improve the accuracy of data and that schools should respond to the information reflected in the evaluation. However, from the data shown above, one might argue that, despite the extensive KAPEP building

program, there has been no a substantial impact on the enrolments in most of the schools supported by Irish Aid assistance.

g) Changes in Girls' Enrolment

One of the objectives for the KAPEP project was to improve access, retention and promotion of education for girls, however, the table below does not show that this objective has been met.

Table 4.2

KAPEP Schools girls' enrolment figures for 1995, 1996 and 1997

Name of School	1995 Girls, Enrolment	1996 Girls' Enrolment	1997 Girls' Enrolment
Chandamakula	134	133	136
Chandaweyaya	115	128	129
Chibale	149	136	137
Chilangwa	133	119	102
Chimbola	96	112	128
Itamina	252	239	293
Kafyama	88	95	101
Kamena	189	186	166
Luchindashi	75	112	128
Mabula	120	131	136
Milungu	231	236	256
Mwelwa	207	130	140
Ngoli	203	214	225
Ngulula	144	173	162
Peleti	48	64	64
Shimpa	101	115	138
Tibi	77	87	93
Tukuta	88	99	105
Totals	2450	2509	2639

Source: Irish Aid Zambia, Kasama Primary Education Project (KAPEP) 1997

The overall total increase of enrolment for girls has only been 7 percent and with some schools recording serious declines in girls' enrolment such Chilangwa with over 30 per cent drop. The District Education Office should follow up these schools to establish why this decline is happening.

4.2.5.2 Assessing Irish Aid Administration

a) Objective setting

Irish Aid uses clearly defined objectives and some of the objectives are stated as follows:

- Improving the environment for primary education by restructuring and renovating school facilities;
- Providing each school with a package of basic educational material;
- Providing in-service training programs to develop the capacity of teachers, inspectors and education officers to manage and deliver more effective primary education; and
- Enhancing and developing community capacities for fuller and meaningful participation of the community.

b) Type of Planning

Like other bilateral organisations, Irish Aid has an elaborate planning process, as it is also accountable to the home government. Irish Aid attracts strong community participation during planning as they involve local authorities and community groups. Their strategy of operating one province only has meant that they have developed considerable local knowledge and this has earned the organisation community acceptance.

c) Implementation

Once the schools are built or refurbished they are handed over to the Ministry of Education (MoE). This means that Irish aid implements the aid and hands over a finished project to the Ministry of Education. One staff member at the Irish Embassy has claimed that the programs are trying to do too much. An example of this is the work in the Northern Province, which is a very large geographical area. This is also a common problem with other agencies working in developing countries.

d) Performance Outcomes

Compared with other bilateral aid organisations, Irish Aid has performed very satisfactorily. This success can be attributed to several factors, such as limiting aid to one province, being directly involved in the implementation process, and handing over

the schools to the MoE on completion of the project. Irish Aid does evaluate its development assistance and this usually begins with the mid-term review of a three-year project. A mid term review is not a detailed review as it investigates current progress and limitations and, where practicable, some recommendations are made for future directions.

At the end of each school project there is a final evaluation which looks at the impact of the project in more detail. This evaluation normally takes up to two and half weeks to complete. Internal or external consultants are hired through the Irish Embassy in Lusaka to conduct evaluations.

4.2.5.3 Discussion

In general, Irish Aid policy is to give priority to the primary and basic education sector. According to an Irish Aid program officer at the Irish Embassy in Zambia, children need basic skills to survive and education gives them such skills. The program officer argues further that there is always the problem of imbalance in the way resources are allocated so as to address the issue of providing education to all the children across society. This problem is not limited to under developed countries, even in developing countries access to education generally favours the higher social economic groups. In Zambia the majority of the children who do not have access to primary education are in the rural areas.

The relationship between Irish Aid and the Ministry of Education (MoE) met some difficulties initially in the slow response to government approving the architectural drawings of the schools, but has generally been successful. A major improvement came with introduction of the Basic Sub-sector Investment Program (BESSIP), which has put the Ministry of Education (MoE) in full control of primary education sector programs. It has sometimes been difficult to strike a balance between what Irish Aid can give and how much the MoE can successfully handle, so some adjustment is required from both parties. An example of this would be for Irish Aid to be more understanding in term of the lack of capacity at the MoE and for the MoE to allow Irish Aid to work with the local government. According to a respondent from Irish Aid, the introduction of the BESSIP approach, enables donors to relinquish control of the funds into a sector wide approach, but accountability then becomes important because Irish Aid needs the assurances that the funding is appropriately allocated

The Irish Aid building program is following Zambian Government policy, with its ultimate aim to hand over ownership of the schools by the MoE. Therefore, Zambians are working side by side with the Irish, to gain the expertise to take over. The final role for Irish Aid will be monitoring the projects.

Irish Aid is highly appreciated in the Northern Province where their activities have been concentrated, and it also enjoys a good working relationship with the Government. The Irish are not seen as heavy-handed who dictate their own terms. Their own history of colonisation is not a weakness but a strength, as they are perceived as having no colonial mentality like the British.

4.2.6 Canadian International Development Agency (CIDA)

CIDA is the Canadian Government agency for disbursing assistance to developing countries. CIDA has supported Zambia with secondary and tertiary education since the early 70s. In 1973 a Zambian Institute of Technology was funded under the CIDA programme which involved some lecturers from Canada with the Canadian Volunteer Service.

CIDA has also supported teacher training in primary school science, mathematics, and the health component of home economics curricula, which were first introduced in 1989. This project aimed at upgrading both the pre-and in-service training of teachers in the three subject areas. Training was provided in Canada, and Lusaka, Zambia. In addition to these programs, CIDA has supported the upgrading of instructors' qualifications and skills in the field of technical education and vocational training under the Department of Technical Education and Vocational Training (DTEVT). All these programs were part of the Canadian Human Resource Development Project in Zambia.

4.2.6.1 CIDA Programs

As indicated above CIDA has one of the longest histories of aid involvement in the Zambian education sector. However, like most of the bilateral organisations, it had focused mainly on secondary and tertiary education. In fact it is still one of the few organisations still involved in supporting higher education. For example under one CIDA project, the University of Zambia School of Agriculture has had a five years contract with the University of Manitoba for collaborative research and staff exchange

programs. This program has been successful despite a mid term evaluation which described the school of Agriculture as being in “a state of total dependency”, indicating that the program would not survive upon the withdrawal of CIDA funding (Sikwibele, 1989).

CIDA’s work in primary education has been via other aid organisations, in particular the UNICEF Programme for Advancing Girl Education (PAGE) and this has involved designated schools in the Lusaka and Eastern Provinces [14].

4.2.6.2 Assessing Aid Administration in CIDA

a) Objective setting

During a telephone interview in November 1998, an education expert at the Canadian Embassy confirmed that, at that time, CIDA did not have any clear objectives in the primary education sector in Zambia, and that their work was only aimed at supporting other organisations already involved in primary education programs [14]. Thus CIDA’s objectives were realised through the organisations they supported.

b) Type of Planning

CIDA had no plans to be involved in the primary education sector and but offered financial assistance to other agencies and in particular UNICEF.

c) Implementation

CIDA does not implement any primary education programs, but does support UNICEF in the PAGE program.

d) Performance Outcomes

CIDA as is minor contributor to the Zambia primary education sector and therefore there is very little to discuss in terms of their support.

4.2.6.3 Discussion

At the time of this study, CIDA was not directly supporting primary education, but was working with other aid organisations like UNICEF and the Netherlands Embassy on the Program for the Advancement of Girls Education (PAGE) in the Lusaka and Eastern Province of Zambia.

4.2.7 United States Agent for International Development (USAID)

USAID is the development assistant agency for the American Government, its main role is to facilitate the distribution of all USA funding to developing countries. USAID has been in Zambia for over 15 years, but has only been involved in the area of primary education since 1998, when the USAID mission in Zambia developed its first five year country strategic plan for basic education [15].

Although quite new in this area, the USAID emphasis has been on the Programs for Advancing Girls Education (PAGE). The USAID responsibility in the PAGE program has targeted the Southern Province and personnel have been appointed by the Ministry of Education (MoE) to work in specific schools where PAGE has been implemented.

USAID have also introduced School Health and Nutrition (SHN) programs, and Education Management Information Systems (EMIS) used for information-based-planning functions. In order to support the health and nutrition programs, bore holes have been drilled to provide safe water for pupils and teachers in thirty of the forty targeted rural schools under the program, which involves community committees in planning and implementation.

Under PAGE, community committees are formed comprised of teachers, parents, children and other interested people. In the SHN programme the Ministry of Health, MoE and other co-operating partners have set up a steering committee. Plans have been developed for assessing the school children's SHN needs and for piloting school-health interventions in 80 schools.

USAID has brokered an agreement with SmithKline Beecham (SB) a pharmaceutical company, with the World Bank, and the MoE to provide long-term technical assistance for the SHN in implementing the program in the schools [15]. The pharmaceutical company will supply teaching material in the nutrition and health using some of its promotional material.

4.2.7.1 USAID Programs

Since the inception of USAID primary education support, focus has been mainly in the following areas:

- Girls education under the PAGE;

- School health by provision of clean water, sanitation and HIV/AIDS material;
- Nutrition through distribution of milk and protein biscuits; and
- Provision for education information management system, through supplying computers and training of personnel to use computers.

In 1999, USAID began supporting basic education at the time when the Basic Sub-Sector Investment Program (BESSIP) was being introduced, and its mission has been to support the Ministry of Education (MoE) within the framework of BESSIP. For example USAID was part of the steering committee, which discussed the implementation process of BESSIP [15]. The areas discussed above are all targeted at primary education, which is basic education.

4.2.7.2 Assessing Aid Administration in USAID

a) Objective setting

USAID, has developed an outcome-based framework for its involvement in the primary education sector. This is illustrated in the figure 4.1 below. This framework show that although USAID may have its main objectives to improve participation of girls and the vulnerable children, improve school-based health and nutrition and information systems management.

The framework clearly indicates outcome based objectives rather than the process oriented ones like other bilateral organisations. This means that all planning and program objectives for the support has to be developed at a “grass root” level and are activity based.

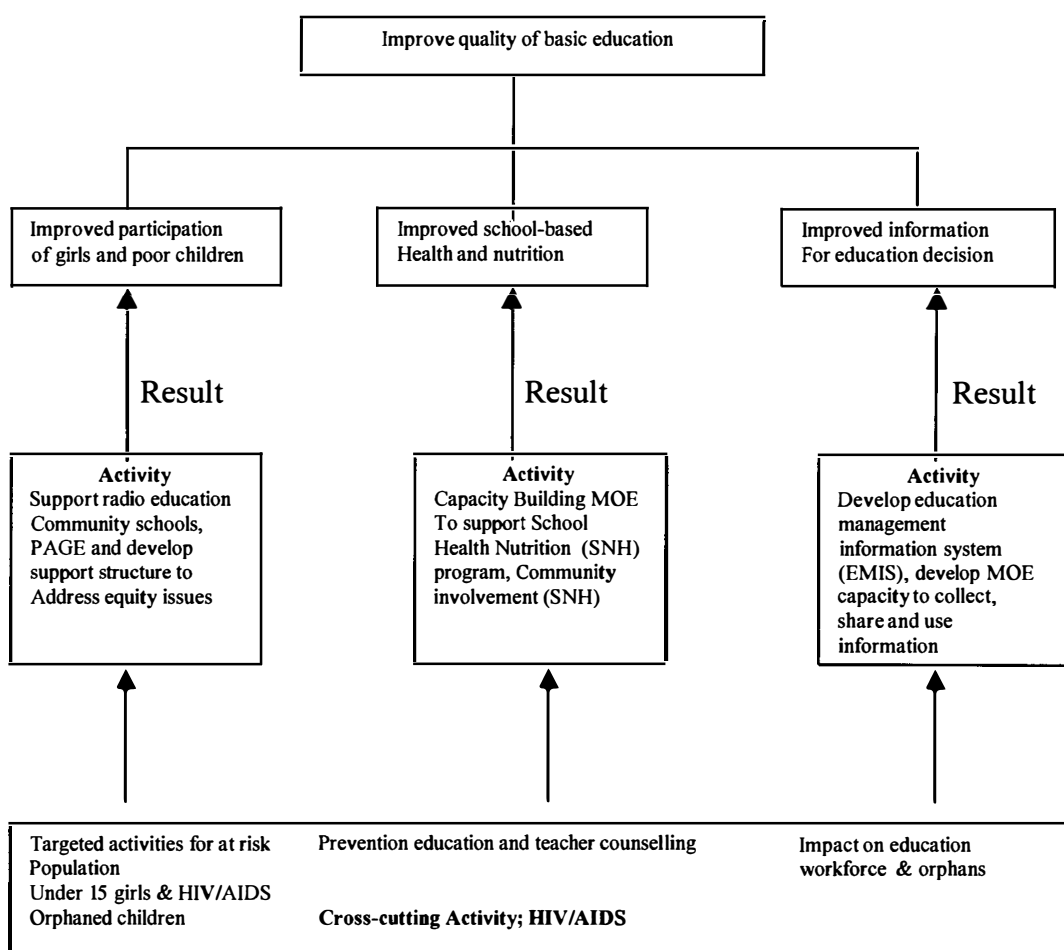


Figure 4.0 Crosscutting activity based result-oriented framework (objective)

Source: Draft copy USAID/Zambia Result Framework Strategic Objective for Basic Education, (2000)

The above framework illustrates that although the main thrust for USAID is to address the issue of equitable access to quality basic education, especially for girls. USAID is working in the other two areas which aim at improving school based health and nutrition by having deworming programs in schools and supplying schools with micronutrients to supplement dietary requirements for school going children [16]. The other area is the provision of computers which will help MoE to have the capacity to collect, share, analyse and use information. Computers will also be used to develop models for collecting school and community data for planning purposes.

USAID through this framework has recognised that HIV/AIDS does cut across all efforts in the provision of primary education. Therefore in order to achieve the improved quality of basic education for more school-age children the three activities

indicated in the framework have been addressed. The at risk population of girls and the orphaned children have to be supported through radio education and awareness programs and community participation where the community becomes part of the management team to operate the schools. The other aspect addressed by the UASAIID framework is the support in prevention education and teacher counselling in HIV/AIDS, this will help reduce the very high mortality rate of teachers, and the de-worming of children program will ensure health and alert children in class, with the supplying of nutrients to schools will supplement dietary requirements and ensure health children in class [16].

b) Type of Planning

USAID draft framework discussed above indicates that all the planning in supporting primary education addresses the root cause and that it is the cross cutting activity of addressing the HIV/AIDS. USAID planning process based on outcomes has a better chance to improve performance of its aid programs. In the case of USAID has yet to be confirmed in the long term, as this framework is still in draft form and the program for supporting primary education only began in 1999.

In the case of USAID's work in the Southern Province, ownership in PAGE is encouraged through participatory planning of annual work plans at provincial, district, and school levels. These work plans involve all stakeholders including the Ministry of Education and have assisted the MoE to rethink some of the strategies for institutionalising and expanding the PAGE programme when it decides to take it into the other provinces where it has not yet been implemented.

c) Implementation

USAID's Program for the Advancement of Girls Education (PAGE) has been focused on four districts and targeting forty schools and communities mainly in the Southern Province. USAID has also financed additional work in the health, nutrition and information management through supporting the establishing of the new school health and nutrition (SHN) program and the developing of an education information management system (EIMS) which provides support for information based planning function.

d) Performance Outcomes

By 1999 USAID was working on PAGE, SNH and EMIS programs after one year of participation, as they had to study the area of supporting primary education. One aspect worth noting is that USAID have adopted a similar approach to a single province involvement like Irish Aid, namely the Southern Province of Zambia. According a USAID respondent in discussing the draft self-assessment report for 1999, he indicated that most of their work was on target.

4.2.7.3 Discussion

The performance of USAID in the area of supporting primary education for only two years has been systematic in that they have developed result oriented objectives using a result framework strategic objective for basic education indicated above in figure 4.1. The document is still in draft form but the framework has been used in the 1999 assessment.

With the support of USAID, PAGE was introduced in 1999, for the first time in the Southern Province in forty primary schools to address access of girls to basic education, tripling the number of PAGE schools in Zambia compared to 1998 (USAID, 2000).

4.2.8 Swedish International Development Agency (SIDA)

SIDA is the Swedish arm for disbursing all development assistance programs to developing countries. SIDA's programme to primary education has been the most comprehensive, and second largest in financial terms (Coombe, 1990). Unfortunately at the time of data collection in 1998, SIDA had experienced donor fatigue and had discontinued all its involvement in the primary education sector.

4.2.8.1 SIDA Programs

SIDA was one of the leading donors under the Zambia Education Sector Support Program (ZESSP), which began in mid 70s [17]. The ZESSP had its main emphasis in primary education, and was divided into six components:

1. SIDA was committed to the Development Planning and Research Unit of the Ministry of General Education, Youth and Sport (MGEYS), through providing

staff training. The project also provided technical expatriate staff who was worked in planning, building construction and research units at MGEYS. SIDA also developed training programs that supported multi-grade teaching by teachers in rural schools. This program included a two-year pilot project initiated in 1989, which promoted primary school construction through a funded self-help program, where communities were encouraged to contribute in the building of schools.

2. The Zambia Education Material Program (ZEMP) was another SIDA program aimed at improving the provision of school desks, textbook, exercise books and teachers' handbooks. However, the school desk project also experienced problems of quality control, distribution and maintenance. SIDA provided financial assistance to local producers and distributors of primary school textbooks under ZEMP. In addition, a large number of SIDA funded exercise books and teachers' handbooks were also printed and distributed. The books were written and printed in Zambia and were of very good quality, the only problem was distributing them to the schools. There was no co-ordination between the district distributors and government stores where the books were kept. Moreover, as wrong books were sent to wrong schools, Zambia's large geographical size of over 700,000 square kilometres, also created logistics problems in that some parts of the country could only be reached during the dry season and in the wet season the roads were washed away. Security at most schools was poor and as such, books were stolen, as soon as they arrived. Under the Educational material support program, the main goal of SIDA's support was to help create the necessary measures for basic education such as relevant, affordable textbooks and other materials. Primary school textbooks were therefore the main component of the program, with other material such as supplementary readers, atlases and wall charts, chalk and slates being provided.
3. SIDA also contributed to in-service training for primary schoolteachers, through the Self-Help Action Plan for Education (SHAPE) programs under the Ministry of General Education Youth and Sport (MGEYS) and the Ministry of Health Education Science and Technology (MHEST). In the former government these two ministries administered education. These programs emphasised local initiatives and self-help where community participation was allowed in the

professional development of the teaching staff, resource work using locally available material, production units where small scale agricultural business ventures were established in schools, school-based maintenance allowing schools to do their own repairs as the material initially used is locally available, small-scale research and related activities all aimed at establishing self reliance. Teacher support was provided through the creation of teachers' centres for clusters of schools. This has been very successful as it brings teachers together to share knowledge and develop ideas for their schools. The position of the SHAPE secretary was a local appointment and a Swedish support phase-out plan was developed. This program was phased out in 1990 due to the lack of capacity at the Ministry of Education to sustain it.

4. In addition, SIDA provided support for the special education for teachers of handicapped children and for a program for integrating handicapped children into mainstream schools. The Lusaka College for Teachers of the Handicapped (LCTH) was the only college in the country that produced teachers in this area.
5. SIDA provided support for staff development program at the Department of Technical Education and Vocational Training (DTEVT), which was aimed at upgrading and improving the quality of training at the Trades Training Institutes (TTIs). However, due to the poor conditions of service in the public sector, this programme lost many good staff who found work in other countries in the region.
6. Another institution that benefited from SIDA was the University of Zambia (UNZA)'s School of Engineering, in particular the area of electronics, telecommunication, and land surveying. Expatriate support staff were provided together with equipment for the laboratories.

a) Education Co-operation Guidelines

As from 1986, SIDA was guided by a policy document entitled Guidelines for Education Assistance. These guidelines stated that: *The main emphasis of SIDA's assistance to the education sector should be, as hitherto, basic education. If a growing proportion of a country's population are given access to basic knowledge, the objectives of equality, democracy and growth will be promoted* (SIDA, 1986).

The 1986 SIDA guidelines were replaced the Policy for SIDA Co-operation in Basic Education and Education Reform in January 1996. This policy was developed through consultation with the Education Division and the Education Program Officers in the co-operating countries between 1994 and 1995. The need to develop the 1996 policy was influenced by a rapidly changing international environment where international economic crises and political changes in Zambia severely affected co-operating partners in the developing countries. These changes affected the ability to finance reforms and to improve the quality of education. The new SIDA policy stated that its objectives should be: to support broad reform processes; to raise the quality of education development at the basic level and to support the provision of basic education services for previously neglected groups and for people living in neglected geographical areas (SIDA, 1996). In this new policy, basic education was given the following definition:

Basic education is understood by SIDA to mean a set of knowledge, skills and attitudes necessary for participation in the cultural, economic, political and social life of communities (SIDA, 1996). According the Ministry of Education (MoE) basic education is defined as up to nine years of education for children, basic literacy for adults, post-literacy programs in the informal sector and programs for out-of-school youth (MoE, 1994).

b) SIDA Disbursement 1992/93, 1993/94 and 1994/95

SIDA's assistance has declined over the period 1992 to 1995, despite Zambia's declining economy. According to a respondent interviewed at the MoE it was stated that SIDA developed donor fatigue due to the lack of accountability in the Ministry of Education. Thus by 1997 SIDA had completely withdrawn its direct support to basic education.

Table 4.3

SIDA Disbursement of million Swedish Crowns

Country	1992/93	1993/94	1994/95
Zambia	44	32	20

Source: SIDA Summary Report (1996, p4)

The table above clearly indicates the decline in SIDA's support to primary education over the three years that the summary report has shown. From 1992/93 to 1994/95 the disbursement had dropped by more than 50 per cent.

4.2.8.2 Assessing Aid Administration in USAID

a) Objective setting

SIDA had very clearly stated objectives as they had identified specific areas within the primary education sector in which to participate. These have been discussed above.

b) Type of Planning

SIDA used top down approach in planning their development assistance, as they were answerable to their home government and as such their plans had to be approved by the Swedish parliament. The introduction of Education Sector Support Programme (ESSP) in 1980 was a shift by Sweden from emphasising higher education to primary education. This shift was common among all the Nordic countries, which included Norway, Denmark, and Finland.

c) Implementation

SIDA had a very liberalised approach as it gave the Zambian Ministry of Education more control of disbursing funds than other aid organisations. However, there were severe problems of accountability within the Ministry and in the long term SIDA terminated its aid programs. According to a respondent at the MoE there were cases where building material payments were made without the material being delivered. Since the SIDA account was operated at the MoE, senior ministry officials sometimes used it for funding overseas conference trips. The Ministry operated a large fleet of vehicles, which were used by staff for personal activity and were not allocated to SIDA programs.

d) Performance Outcomes

Despite SIDA's support, no primary education programs were satisfactory. The textbook distribution was poorly co-ordinated, the production of exercise books ran out of paper during the period and when there was no foreign exchange in the country for the publisher to import paper from overseas, the production of teacher's handbooks had

to compete with the British program for book distribution under the Department for International Development (DFID) and the school desk production was of poor quality and was difficult to maintain. The introduction of the Self-Help Action Plan (SHAPE) was aimed at allowing schools more control through a philosophy of “education with production”, and supported schools operating small business production units with its aims at integrating theory and practice.

The first evaluation of the SHAPE programme in 1990 was positive and the follow up, in 1993, was also positive. In the first two evaluations the program had not been implemented countrywide. It was after the program was introduced to the rest of the country that SIDA started to experience the logistics of distributing books to the whole country. In general SIDA support for primary education was most unsuccessful due to poor implementation arrangements of totally relying on the MoE.

4.2.8.3 Discussion

SIDA’s programs failed as they were too diversified and were using the MoE for the disbursement of the funds at a time, when the Ministry had no capacity to manage such large operations. SIDA had a rural focus, while the Zambian Government had an urban focus. This meant a conflict of interest and resulted in the Government not following up and offering support for rural programs. In the end SIDA ‘s interest began to decline as it introduced a tougher policy on disbursement such as demanding audited reports before further funds could be made available. This led to projects failing to produce the reports and finally SIDA withdrew from funding primary education.

4.2.9 Netherlands Embassy

The Netherlands Embassy is the official representative of the Dutch Government and its role is to support all development programs in Zambia. The Embassy has a total aid budget of US \$ 5 million and mainly works through the Ministry of Education.

4.2.9.1 Netherlands Embassy Programs

The first involvement, of the Netherlands in primary education aid was in the early 90s when they were counterpart partners with other aid organisations on the Zambia Education Rehabilitation Project (ZERP) [18]. The Embassy has also been

involved in the health and rural development work, where they have assisted the Zambian government in various infrastructure developments.

Apart from ZERP, the Netherlands has supported head teacher training programs in six primary schools, three in Lusaka and three in the Ndola. The Netherlands operating budget in 1998 was USD 5 million dollars for the Zambian primary education sector. In 1998 they were closely involved with the MoE in three projects these included:

- MoE decentralisation programme, allowing provincial district education officer to have run their own budgets;
- Development of the Basic Sub-Sector Investment Programme (BESSIP); and
- Ministry of Science and technology- non formal skills training- Western Province

The Dutch Embassy has also co-financed (with the World Bank) the Zambia Education Rehabilitation Program (ZERP) through its office in Harare Zimbabwe. The Dutch assistance to primary education sector has also been mainly in the Program for Advancing Girls Education (PAGE). The Dutch are working with UNICEF in the Eastern Province of Zambia. Compared to other donors in the primary education sector, they have the smallest contribution but their head teacher's training programme has been the most successful. In this program school head teachers are trained in management skills, the first program was done in the Netherlands and when the first group came back they were used in the training of the other school head teachers. The program also succeeded because MoE was involved from the planning stage to implementation, where MoE identified the head teachers to be trained.

The Netherlands Embassy has supported the introduction of the BESSIP approach, and encourages MoE ownership of programs [18]. However, the Netherlands Embassy representative pointed out during an interview that there is still the need to assist the MoE to build the structure to deliver the BESSIP requirements. This includes qualified management and financial skills especially in the planning unit of the MoE.

4.2.9.2 Assessing Netherlands Aid Administration

a) Objective setting

As a small player in the primary education area where it was only involved as a co-financing partner and running the education support from the Harare office, the

Embassy respondent who was interviewed felt that the ZERP programme had no clearly defined objectives. However the other programs had clear objectives and were the most successful, such the head teacher training in management of schools.

b) Type of Planning

The Netherlands Embassy respondent claimed that the key to success in the aid program was ensuring recipient involvement and that this was where most aid organisations failed.

c) Implementation

The Netherlands embassy relies mainly in the MoE for implementing its programs and requests project reports at the end. An example of this is the Program for Advancing Girls Education (PAGE) in the Eastern Province, where UNICEF has to provide the Dutch Embassy with annual program appraisal reports.

d) Performance Outcomes

As a small player in the primary education aid program, it was difficult to assess the performance of the program in Zambia. However, the Program for Advancing Girls Education (PAGE), which the Netherlands supported in the eastern province of Zambia, had not undergone a performance evaluation at the time of data collection.

4.2.9.3 Discussion

The respondent from the Netherlands Embassy observed a major problem with aid in the primary education sector was the MoE's inability to deal the high number of donors. In fact, the MoE was claimed to cause a bottleneck due to lack of management capability, making it difficult for donors to deliver their aid [18].

Another observation was that the education agenda was mainly tackled from an educationist point of view rather than from an economic point of view and as result, financial issues were not well addressed during planning [18].

4.2.10 Finnish International Development Agency (FINNIDA)

FINNIDA is one of the oldest supporters of the primary education in sector in Zambia and, like most of the early donors, has suffered from having a fragmented approach with various programs throughout the country [20].

4.2.10.1 FINNIDA Programs

FINNIDA has been involved in the primary education sector for over 26 years [20]. Its first 16 years, when it had supported the practical subject program (PSP), being described as complete failure. From 1982 to 1989, FINNIDA, together with other Nordic countries (Denmark and Norway), embarked on the Education Sector Support Program (ESSP). In 1988 the Government of Republic of Zambia (GRZ) and FINNIDA agreed to identify new areas for FINNIDA's future support to the education and training sectors. This extensive consultation arrived at a short list of projects that would merit both GRZ and FINNIDA, and which would meet the Zambian Government's priorities in that sector. As a result the Education Sector Support Program (ESSP) was introduced which comprised a number of projects to be undertaken during 1990-1993.

Under the ESSP FINNIDA supported the same six components, which SIDA had supported. Following ESSP, FINNIDA contributed to the Education Sector Investment Program (ESIP) which ran from 1992 to 1995, and this too produced poor results. From 1995 to 1999 ESIP reverted back to ESSP and became phase II, and this was the beginning of the Basic Sub-sector Investment program (BESSIP).

a) Special Education

In addition to the Practical Subjects and the Zambia Education Material Program (ZEMP), discussed below, FINNIDA started to support the education sector in Zambia at a modest level between 1974 and 1983. In 1979 FINNIDA seconded one expatriate lecturer for four years to the Lusaka College for the Teachers of the Handicapped (LCTH).

b) Practical Subjects Project

FINNIDA's involvement in Zambian education began in 1974 with the introduction of the Practical Subjects Project (PSP) [20]. The overall objective of this project was to establish the teaching of Industrial Arts (AI) in upper primary schools and teacher training colleges. During the first phase of the project FINNIDA provided only tools, but subsequently technical assistance was included. However, curriculum and teaching materials also had to be developed. Later in-service training for teachers and workshops were provided.

In 1988, after 16 years of operation, a performance evaluation of the practical subjects 'project' was conducted and the evaluation found that quantitative achievements were below target. For example, the proportion of primary schools with workshops was only 10 percent of the total number of primary schools in the country. The qualitative performance of the project was deemed unsatisfactory as a whole, although in some schools it was encouraging.

These problems were attributed in part to the deficiencies in the planning and monitoring of the early stages of the project as this process did not fully involve the Ministry of Education (MoE). Another major obstacle was the lack of commitment from education officers, headmasters and teachers, and communities in accepting practical subjects (PS) or industrial arts (IA), because of the colonial attitude that manual labour was inferior and office work was superior. Since the colonial masters were not involved in such work it created the impression that it was inferior.

The evaluation team formulated two alternatives for the project. One was to phase-out the project over two years (1989-90) and second alternative was a refurbishment of the project so that it could continue into the 1991-1994 period. The evaluation team recommended that either termination or continuation be conditional upon (1) provision of at least two specialist practical subjects (PS)-teachers for each school, (2) provision for increasing types of studies backed by PS teacher training and (3) increasing the number of PS primary contact from three to five classes per week. These criteria proved difficult for both the Finnish and the Zambian governments and the phase-out option was taken. The project was terminated in 1990.

c) Zambia Education Materials Project (ZEMP)

The ZEMP started in 1989. In 1991 phase II of the program was under way. Through FINNIDA's financial, technical and material assistance, support was given for curriculum development and textbook writing at the Curriculum Development Centre (CDC). Additional assistance was given to the Kenneth Kaunda Foundation (KKF) to increase the publication and distribution of educational materials. This project also included in-service training for teachers using the new materials under the SHAPE project.

The above projects were the developmental programs. The Zambia Education Material Project (ZEMP) focused providing English, mathematics and science

textbooks and teachers' guides for the junior secondary, including grades 8 and 9. These materials were in the schools by end of 1991. ZEMP also offered senior secondary school new textbooks and teachers' guides in the same subjects and later developed textbooks in some Zambian languages. In addition to these programs, new materials for primary education were developed jointly with the Department for International Development (DFID) which included a grade 5-mathematics textbook. This was part of the DFID, Action for Improving Mathematics English and Science (AIEMS) program previously discussed under the DFID case study section.

By 1991 ZEMP had made considerable progress and at the same time there had been various constraints and bottlenecks (Saasa, 1996). One major problem throughout the project was ensuring on-time printing and on-time distribution, which was due to the KKF's lack of foreign exchange, which in turn created a shortage of raw material for printing. As a result of this inability to go to print a substantial proportion of funds allocated by FINNIDA and SIDA to ZEMP since 1989 was not utilised. As a stopgap measure, FINNIDA had some of the educational material printed in Zimbabwe and Finland. This had an adverse effect on most of the rehabilitation programs, where existing textbooks were reprinted and distributed to schools. The reprint was possible as it required less material inputs.

In the distribution of new textbooks delivery into the districts through the district education offices was satisfactory. However, from the districts into the schools there were delays attributed to lack of transport. The ZEMP evaluation team first identified these problems in 1987, and their solution required structural changes in the economics of the book production sector in the industry.

d) FINNIDA's Approach

In 1988, during the planning of ESSP, FINNIDA made it very clear that it had no official preference for assisting in the primary education sector (FINNIDA, 1988). Its team had an open mandate to assess the Zambian Government's priorities and individual project proposals. FINNIDA policy in the late 80s, was primarily aimed at a more equitable provision of social services, economic opportunity for the poorest and most vulnerable in society. Their policies focussed on the advancement of women's rights and women's participation in social development. Some of the areas identified as top priority in the education sector were: the provision of learning materials, school

desks and equipment, the reduction of illiteracy, especially among low-income women by increasing teacher training and by providing learning materials for continuing education, the refurbishment and maintenance of primary schools, and the introduction of a national program to extend and build primary schools to reduce overcrowding and increase availability. The estimated cost to achieve these objectives was approximately US \$ 61 million up to the period ending 1993 (Coombe, 1990). Coombe, who was one of the consultants hired by FINNIDA to evaluate the program, argued that FINNIDA's approach was consistent with the Zambian government priorities, which were as follows:

- Reversing the declining quality and access to education;
- Shifting educational expenditure to favour primary education, especially for the poorest;
- Introducing a national program of quality education for all, including a national literacy program and other informal development education programs;
- Giving priority to the refurbishment of educational institutions rather than building new ones;
- Boosting recurrent budget allocations for learning materials and equipment, curriculum development, teacher upgrading, and supervisor and management training;
- Increasing teachers' and other education officials' salaries through improved public service career structures to enhance incentives and morale;
- Extending users' fees charges in education, especially at the higher education level;
- Encouraging community mobilisation through self-help projects in order to reduce the burden on government expenditure; and
- Taking measures to rationalise planning and budgeting and ensuring control over expenditure.

These priorities were unlike those expounded in the Zambian Education Reform document (1977) and the Self-Help Action Plan for Education (SHAPE, 1986). However, in 1990 the priority for primary education was not matched by the Government's budget and it did not reflect the priorities in education and evidently

remained a transitional document in as far as meeting the demands in the education sector.

e) Project Implementation

From the 1970s to the 1980s, the increased volume of aid from FINNIDA to Zambian education had several administrative implications and it was not just a matter of simplifying disbursements by concentrating on direct balance of payments or budgetary support. Although this remained an option, it was almost inevitable that a large volume of assistance brought with it more complex administrative problems. It was therefore important for FINNIDA not to fail in the organisational arrangement for disbursing the funds.

Zambia's education sector did not have the management skills, nor the capacity to handle large amounts of aid, a problem that has persisted into the 1990s (Saasa, 1996). Thus where possible, FINNIDA recommended direct financial support to projects that required no new implementation structures. In recognising the lack of management skills at the Ministry of Education (MoE) FINNIDA decided that the Education Sector Support Programme (ESSP) be run from Helsinki. This simplified the financial management of the project and relieved the burden placed on the Finland Embassy and the Ministry of Education (MoE) in Lusaka. To reduce project expenditure, FINNIDA decided that the project was to use as many local Zambian sub-contractors as possible, as long as they met the performance criteria.

4.2.10.2 Assessing Aid Administration in FINNIDA

a) Objective Setting

FINNIDA like most of the other Nordic countries is answerable to the Parliament of the home country and this means that objectives have to be clearly defined with the process of accountability. Therefore, FINNIDA has had structured objectives and these provide the guidelines as to what should be achieved by the end of the disbursement of the funds.

b) Planning Process

According to a FINNIDA respondent in Lusaka, it was not until 1995, that project determination was done with the full participation of Zambians. Previously, all

the planning and project designs were done in Helsinki and handed down to the local FINNIDA representative who was responsible for their implementation.

c) Implementation

From 1974 to 1995, all the projects were implemented parallel to the MoE and there was no full participation from the MoE. This arrangement meant that there was duplication of projects. One respondent from FINNIDA stated that with the MoE there were different donor camps. The FINNIDA respondent further claimed that there was a FINNIDA camp and this usually meant that officers who worked with the different donors were just being used as a source of local knowledge, they did not have the full understanding of the projects on which they were working.

At the time of data collection in 1998, some effort had been made by the aid organisations to give the MoE the authority to implement all aid programs fully under the Basic Education Sub-Sector Investment Programme (BESSIP).

d) Performance Outcomes

As discussed above due to their initial poor handling FINNIDA's programs in Zambia failed to succeed. Although some blame could be apportioned to the MoE's lack of capacity in management skills, there were also poor planning arrangements on the part of FINNIDA not involving the MoE from the beginning. Another problem related to the coverage of the programs, FINNIDA was from the beginning in all nine provinces of Zambia and this meant that its effort was spread too thin.

4.2.10.3 Discussion

One of FINNIDA respondents noted that some of their problems were due to lack of counterpart funding on the part of the Zambian Government, lack of management skills at the MOE, and the number of officers were not enough considering that each donor was working in isolation both from the MoE and other donors [21]. The long awaited civil service restructuring program, which was to improve the qualifications of staff at the MoE, had not taken place, so there was no commitment from staff who were still being paid poor salaries.

In an interview at one of the schools funded by FINNIDA, a head teacher said that before the arrival of FINNIDA to the school, there was a Parent Teachers Association (PTA) fund where parents contributed an annual fee which supplemented

the running of the school. After the villagers saw a FINNIDA vehicle at the school and FINNIDA staff subsequently providing assistance, parents refused to contribute [22]. At the next PTA meeting when the head teacher asked for contributions from those that had not paid, he was told that there was no longer any need for the PTA fund since the donors had come. The arrival of a FINNIDA vehicle to the school was the end of the PTA contribution fund and the use of local initiative. This means that it would be difficult for the PTA to come back after the FINNIDA completes the project. This situation creates donor dependence and eliminates sustainability.

4.2.11 List of Interviewees from Bilateral Organisations (Referenced with numbers in square brackets in the case discussion)

1. Mr. Steve Packer-Senior Education Adviser Policy and Programs, DFID, London, 05/12/98. The interview gave a historical perspective of when DIFD started funding primary education and how the development assistance has moved from providing technical assistance (TAs) to project and now to program support under BESSIP.
2. Dr. Abby Riddell-Education Sector Development Adviser, DFID, Lusaka, 07/12/98. The interview discussed the new direction in the development assistance and highlighted the AEIMS program which has been one of the major contribution by DFID to the primary education sector.
3. Dr Shane Linehan-Education Field Manager, DFID, Lusaka, 27/07/98. The interview was on the long history of British development assistance, and how the approach has changed from project to sector wide program.
4. Mr. Paul Clementson – Program Manager British Council, Lusaka, 25/07/99. This interview discussed the role of the British Council as the implementing agent for DFID and how this role will be affected as DFID brings in the Ministry of Education as the implementing agent under the BESSIP basket funding arrangement.
5. Ms Marianne Christensen – Chief Technical Adviser, Lusaka, DANIDA, 08/12/98. The interview discussed the contribution by DINNIDA to the teacher's education curriculum for primary schools.

6. Mr Karl Johan Stark – Education Advisor, DANIDA, Lusaka, 08/12/98. This interview discussed the program for head teacher training which has been taking place in Denmark and how recipients of this program are used in the training of other teachers using the new curriculum.
7. Mr David Webb – Education Specialist DANIDA Consultant, 21/07/99. The interview discussed the lack of capacity at the Ministry of Education due to the poor calibre of staff and the poor remuneration, which has caused a large number of teachers to move to the neighbouring countries for better working conditions.
8. Mr. Hans Jensen – First secretary DANNIDA Lusaka, 24/07/99. The interview discussed the difficulties that DANNIDA faces by using a small number of staff to handle three sectors which include education, health and infrastructure development. The discussion further covered the 8 years of on going support primary education program (SPEP).
9. Mr Osamu Tanabe – Assistant Resident Representative, JICA, Lusaka, 11/12/98. The interview gave an overview of JICA's operation in Africa and the historical involvement in Zambia from the health sector to primary education. It was further stated that JICA was invited by the Zambian government to become involved in the building of primary schools.
10. Mr. Festa Lubinga – Projects Officer JICA, Lusaka, 26/07/99. The interview was critical of the emphasis placed on producing elaborate proposal documents instead of ensuring the involvement of all stakeholders in the process. The problem of lack of capacity at the Ministry of Education was also discussed and the success of a basket funding arrangement was also questioned as there was no evidence of where such an arrangement had succeeded.
11. Mr. Johan Odegaard – Second Secretary Education, Lusaka Royal Norwegian Embassy, 08/12/98. The interview discussed the work NORAD has been doing in the PAGE program in the eastern province with UNICEF.
12. Ms. Evelyn Marrie – Administration Officer Purchase and Maintenance Royal Norwegian Embassy, 28/12/98. The discussion was on the pre-BESSIP work which involved planning and coordinating the donors, the interview alluded to

the burden the fragmented project approach had on the capacity of the Ministry of Education in coping with all the donors.

13. Mr Kevin Carroll – Program Officer Irish Aid, Lusaka, 22/07/99. The interview discussed the Kasama Primary Education Project (KAPEP), community participation, coordination of the individual school projects at district and provincial level, and the overall impact of the program
14. Telephone interview with Mrs. Tembo – Project Officer CIDA, 28/12/98. The interview confirmed that CIDA was not committed to the primary education sector, its role was mainly the higher education vocational program. However, CIDA provided some limited support in the PAGE program with UNICEF in the eastern province.
15. Dr. Kent L. Noel – Education Advisor USAID, 12/12/98. This first interview confirmed the historically little involvement by USAID in the primary education sector and how alluded to the four main areas that it was going to get involved, these were equity and access to primary education, policy and planning for the sector, education management using information systems (EMIS) school and health nutrition in schools and community participation in the operation of primary schools
16. Dr. Kent L. Noel – Education Advisor USAID, 29/07/99. The interview discussed the implementation of programs that addressed the five areas mentioned in the first interview. The major contribution for USAID during this interview was the development of the crosscutting activity based result-oriented framework which allows a bottom up objective initiating process.
17. Mr Mulenga Muleba – Project Officer SIDA, 27/07/99. This interview confirmed that SIDA had just withdrawn from the primary education assistance program. The discussion revealed that the withdrawal was a policy matter and was confidential.
18. Mr Wierish Ramsoekh – First Secretary Royal Netherlands Embassy, 11/12/98. The interview revealed that the Netherlands participation in the primary education sector has only been since the 90s, however it has been working in the health and rural development work for much longer. In the primary education its contribution has been in the six teacher training programs in Lusaka and Ndola.

19. Ms. Given Daka – Projects Officer Royal Netherlands Embassy, 29/07/99. This interview discussed the lack of capacity at the Ministry of Education and how this has affected the full implementation of the basket funding where the ministry will be responsible for managing donor funding.
20. Mr Pecca Mattilla – Project Manager FINNIDA, 08/12/98. This interview gave an overview on how FINNIDA’s development assistance has envolved since 1975, starting from the practical subjects curriculum to the education sector support program (ESSP).
21. Mr. Joseph Kanyika – MoE Officer Seconded to FINNIDA, 08/12/98. The interview discussed the changing relationship of the donors with the Ministry of Education since the introduction of the Education Sector Support Investment Program (ESSIP) and the more recent development of the Basic Education Sector Support Investment Program (BESSIP), these changes are a reflection of the determination of both parties to empower the Ministry.
22. Mr. Kaliola – Building Officer FINNIDA, 12/12/98. The interview included a visit to one of the peri-urban school projects in Kafue some 30 Kilometres from the capital city Lusaka. The discussion revealed the practical aspects of FINNIDA involving the Parent Teachers Association (PTA) in the process of managing the purchase of building material and accountability. The interview pointed out the need to gather statistical data to be used to show the impact of the assistance and also the need to soliciting feedback from the community.

4.3 Case Study of Multilateral Organisations

The multilateral organisations analysed were the Africa Development Bank (ADB), the European Union (EU), the Organisation of the Petroleum Exporting Countries (OPEC), the United Nations Education, Scientific and Cultural Organisation (UNESCO), the United Nations Children’s Fund (UNICEF) and the World Bank.

Table 4.4

Multilateral Aid Organisations Summary of Case Study Report

Case	Objective Setting			Planning Process			Implementation Channels			Performance Outcomes		
	1	2	3	4	5	6	7	8	9	10	11	12
ADB		√				√	√			√	√	
EU		√				√	√			√	√	
OPEC		√				√	√			√	√	
UNESCO			√			√	√			√	√	
UNICEF			√			√	√			√	√	
World Bank			√			√	√			√		

Legend: **Objectives Setting** **Planning Process** **Implementation Channels** **Performance Outcomes**
1 Unstructured 4 Bottom Up 7 Multiple Channels 10 Extent of Coverage
2 Semi-Structured 5 Consensus 8 Single Channel (Other) 11 Facilitation
3 Structured 6 Top Down 9 Own Channel 12 Sustainability

4.3.1 Africa Development Bank (ADB)

The first ten years of the African Development Bank's existence was mainly devoted to directly financing the productive operations in the agriculture, industry and transport. The first education project approved by the ADB's Board of Directors was in 1975 (Chinapah, 1992). This followed the setting up of a division specifically to supervise and monitor education and health projects. Due to the significant extent of the ADB's involvement in primary education, the board called for a critical examination of its activities led to the formulation of an education sector policy which was implemented in 1986 [1]. At that time, the ADB had realised that education was an important factor for human resource and economic development in Africa. According to Chinapah (1992), ADB's experience in education financing can be divided into two phases: the first, from 1975 to 1985, and the second from 1986 to the present [1].

4.3.1.1 ADB Programs

The involvement of the African Development Bank in the education sector has reached a very significant level and has focused on three major areas. These include:

- a) Basic education
 - Primary
 - Non-formal education
- b) Management development
 - Technical and vocational training
- c) Institutional development
 - Education management
 - Financial administration
 - Assessment of the education sector and preparation of sectoral policies

The above broad areas of intervention show that the ADB has had to respond to the diverse needs of the countries where they choose to work. This therefore means that in order to address the particular needs of a country it has used semi-structured objectives.

In the period 1990 to date the Africa Development Bank has supported a USD \$21 million dollars project in the education sector in Zambia. This project has included the construction, through community self-help, of 700 primary school classrooms and associated structures, 300 primary school teachers' houses, improvement of the Ministry of General Education Youth Sport (MGEYS) and extensive refurbishment of the National In-service Teachers College (NISTCOL).

4.3.1.2 Assessing Aid Administration in ADB

a) Objective Setting

ADB is one of the three multilateral organisations that have used semi-structured objectives. As outlined above, the ADB does not come with tailored programs to the country. However, it may have broad objectives to assist in primary education, so they can be adjusted to suit the particular needs of the country.

b) Planning Process

From the matrix above, the ADB like all the other six multilateral organisations in the study has a top down approach in the way it plans the programs. This is due to the

fact that like other multilateral organisations ADB is answerable first to its member countries and as such it must be well focussed in the whole process of planning.

c) Implementation

According to a respondent interviewed in Lusaka at ADB offices, ADB is currently supporting the Ministry of Education (MoE), through the Zambia Education Project Implementation Unit (ZEPIU), in three programs concentrating on developing the primary education infrastructure. It has a total budget of over US \$13 million (ADB Report, 1998). The respondent at ADB further stated that ADB has been implementing its programs through the Micro-Projects Unit which operates through the Self-Help National Programme where support is offered to community groups [1]. Thus, ADB uses more than one outlet for its development assistance in the primary education sector in Zambia.

d) Performance Outcomes

During its first ten years from 1980, the ADB supported 61 projects and conducted studies in 39 countries, all funded jointly with the Africa Development Fund (ADF) and the Nigeria Trust Fund (NTF) to a total of approximately 516 million dollars. These projects covered all levels from primary to higher education and general education as well as technical and vocational training. During the late 80s, ADB targeted mainly the secondary level spending 45 percent, followed by higher education (27 percent) and primary education (25 percent) of its budget respectively (Chinapah, 1992).

Another trend worth noting is in terms of location, the ADB's projects were distributed equally between urban and rural areas in Zambia and have been mainly aimed at supporting specific institutions and schools, but the earlier projects were used for pre- feasibility studies for planning and management with the exception of funding for learning materials.

In view of the above, ADB has performed satisfactorily just like the other multilateral organisations in the study.

4.3.1.3 Discussion

As a regional development financing institution, starting from 1990, the ADB Group has been committed to strengthening its support of human resource development

and has also now recognised that direct investment in education is fundamental to its own strategies and those of the Africa Development Fund. Therefore, if the ADB Group has to make a positive contribution in accelerating development in Zambia, it must devote an increasing amount of resources in raising the level of health and education. In ensuring such a commitment through investing in education the Bank Group espouses the following broad principles as outlined by (Chinapah, 1992). Firstly, the Bank Group cognisant of the different conditions and problems that regional member states face, respects and supports each member state's policy priorities. Therefore, the Bank Group lending program takes into consideration the conditions and configuration of the Zambian education sector. Secondly, the Bank Group has endorsed education as one of the basic human needs and rights. Also education is considered as essential for meeting other human needs such as creating social responsibility of the community in participating in local government. Thirdly, education is seen as a means of accelerating development, improving productivity and promoting economic growth. Fourthly, the Bank Group is guided by its concern for improved access and equity in education, and by a need for improved quality and efficiency of education.

4.3.2 European Union (EU)

Development assistance from the European Commission (EC) of the EU to Zambia is governed by the Lome Convention, under which aid relations between EU member states and 71 African, Caribbean and Pacific Countries (ACP) are defined. From 1975, the time when Zambia signed the first Lome Convention which allowed Zambia to have access to US \$1.1 billion of aid from the EU. The EU aid focus during the 70's and early 80's was mainly agriculture and rural development. This has now widened to include education, health, transport infrastructure and the private sector investment support.

The second part of the Lome convention was recently ratified in 1985, making way for the release of funds through the European Development Fund. A support strategy has been drawn up for each ACP country and funds committed for a 5 year National Indicative Program (NIP) decided by the EC and the recipient National Government. The Social Sector is the second area of concentration of the NIP. With regard to sectoral policies, support for education is guided by the recipient national

policy on education which was in 1990, following the Jomtien Conference on Education for All (Matsuura, 2000).

Within the framework of the Lome resolution, the NIP and the National Policy on Education in the Zambian Education Capacity Building Program (ZECAB) is devised and will be implemented in a 5 year period starting January 1999. In this program an amount of 11 million US\$ has been allocated. ZECAB was developed within the framework of the objectives of Education Sector Investment Program (ESIP) and Zambia's National Education Policy.

4.3.2.1 European Union Programs

The main objective of the Lome convention is to ensure that education and training provision and access for disadvantaged groups is improved. This is achieved through the promotion of efficient management of education and the inclusion of marginalised children and youth in both non-formal and formal education and training (EU,1996). The EU programs in Zambia are aimed at some the following areas:

“The Council emphasises that education, in particular basic education, is a fundamental right. It plays a crucial role in the affirmation of democratic values, economic growth and job creation, the reduction of disparities in income and of inequality and the improvement of living and health standards” (EU, 1996)..

“The Council stresses the importance of a balanced, program-based strategy, tailored to the specific circumstances of Zambia, which concentrates on improving the quality and relevance of education and training available throughout the life of each individual.”

The EC does recognise the vital role of investing in social and human capital. In a working paper produce in October 1996 the Commission, argues that a development strategy that puts physical capital before people may achieve economic growth and modernisation but may lack sustainability. The Commission states that there is now increasing emphasis on economic growth theory that supports the role of people, ideas and institutional capacity building. Investing in human capital, has shown very high rates of return for both individuals and for society as a whole [3].

The Commission's work in Zambia has been aimed at supporting universal and equitable access to basic education for all children. This is an obligation under the International Convention on the Human Rights of the Child (Article 28) under the

United Nations Charter. That is, all governments must “make primary education compulsory and available free to all”. Education is a prerequisite for promoting equal opportunity, economic growth and the reduction of poverty. It is a powerful tool against discrimination as it promotes fundamental human rights that allow participation in the economic, political and social life of a country. The Commission (1996) further states that the highest priority needs to be given to improving the quality and expanding the delivery of primary education, using a coherent overall approach.

The working paper also argues that improving access to education is worthless, if the quality is inadequate for pupils to gain the intended knowledge, skill and attitudes, and also if the parents cannot afford to send the children to school. Therefore, the emphasis must not be only the provision of classroom space, but having motivated and effective teachers, adequate and appropriate teaching materials and relevant curricula. The paper also states that the overall responsibility for development of the educational sector must be the responsibility the national governments. The paper also suggests that, although, in many poor countries like Zambia, the educational sector have already become too dependent on the external aid budget, both national governments and donors need to continue to commit resources to education, and avoid unsustainable external dependency.

Thus as part of its “Horizon 2000” initiative, the European Union Council of Ministers has identified education and training as a major priority in development aid. Thus, the EU stipulates the following objectives [3]:

- “ownership” of the process of development of education and training system by the country in question;
- continuity and sustainability through a medium-term commitment on the part of governments and donors;
- efficient management, quality, relevance and gender sensitivity in education and training structures; and
- expansion of education and training for girls and disadvantaged groups.

One particular area recently supported by the EU is the Zambia Education Capacity Building (ZECAB) [4]. This program is funded under the European Union Development Fund, and is one of the most recent in Zambia, having commenced in

1999. ZECAB is a 5 year intervention in education and training in general but does have some components which are directly aimed at the primary education sector.

4.3.2.2 Assessing Aid Administration at EU

a) Objective Setting

The European Union has semi-structured objectives, as shown in the matrix above. These objectives are very broad and are used as general guidelines. This allows the EU to treat recipients according to their particular needs. As an organisation reporting to member countries within the union it has to have a set of objectives [3]. Otherwise the member countries may find it difficult to support the work. The organisation supports the Zambian government in various social economic areas of the economy and the education sector is just one of them.

b) Planning Process

The European Union (EU) has a top down approach in that all planning is carried out by the Council, and is mainly influenced by what other bilateral and multilateral organisations are aiming for in the primary education sector.

c) Implementation

The European Union (EU) uses multiple channels for the implementation of their programs, these include the Ministry of Education, the local NGOs and other agents. This process is similar to how the Department for International Development (DFID) provided the support in the program of Action to Improve Mathematics, English and Science (AIEMS).

The EU has also provided assistance to the Copperbelt University in business and industrial studies, and the accountancy program. EU provided some of its funding directly to the community using community-based micro-projects to build primary schools. This confirms that the EU has used a multiple channel approach to implementing its programs to the primary education sector.

d) Performance Outcomes

The European Union (EU) has been heavily involved in improving the Ministry of Education (MoE) planning abilities. The EU has seconded two planning advisers to the Ministry of Education (MoE) and Ministry of Science and Technology (MST) for a period of three years. One adviser is working in the finance area, in relation to the Basic Education Sub-Sector Investment Program (BESSIP), and the second planning adviser is an educator working very closely with a number of committees in the MoE.

The second component of the Zambia Education Capacity Building (ZECAB) is related to supporting primary education whereby ZECAB provides a bursary scheme for 20,000 disadvantaged children over five years period, so that these children can have access to primary education.

The third component of ZECAB is currently supporting the building of community schools; between 25 to 30 community primary schools have been built. This component will only run for three years. In general the EU has performed satisfactory.

4.3.2.3 Discussion

ZECAB has not yet experienced any major difficulties. The program will be reviewed after the year 2000. Half way through the program, ZECAB recognised that a country's human resource base can only be enhanced through a well-developed basic education system [4]. ZECAB does accept its contribution is minimal given the rapidly increasing number of disadvantaged children being orphaned by the aids pandemic.

ZECAB has so far enjoyed a very good relationship with the MoE and are actually housed within the Ministry's building. Although they do not report directly to the MoE, they are answerable to a steering committee of all permanent secretaries of the four education-related ministries; Education, Science and Technology, Sport and Youth, and Community and Development. Since ZECAB is fairly new, it is difficult to evaluate its performance. However, the program has addressed issues of sustainability. For example in the planning component, sustainability has been addressed through the passing on of planning skills to personnel in the ministries in which ZECAB is involved. In community schools, setting up and training school committees to take on the development work seeks to achieve sustainability. The bursary scheme, by its very nature, is not sustainable. ZECAB is using the bursary scheme as an impetus to get

disadvantaged children into schools. In the long run it will be up to the Zambian Government either to continue with the scheme or to find an alternative means of financing primary education for the disadvantaged, such as offering free education. However, an EU respondent argued that the strength of ZECAB lies in its ability to target the less fortunate and orphans, which is not done by others who target increasing enrolments, primary school teacher training and teaching resources.

ZECAB's programs contribute to Zambia's policy for 'educating our future' and are also supportive of the new approach under the Basic Education Sub-Sector Investment Program (BESSIP) [4].

4.3.3 World Bank (WB)

The World Bank made its first loan for education to the Zambian Government in 1964, and has since continued to be one of the largest single sources of funding for education in developing countries (World Bank, 1995), (World Bank, 1990). Since 1980 the WB's lending for education has tripled and its overall share compared to other donors has doubled.

4.3.3.1 WB Programs

The WB first considered the importance of primary education in its 1970 policy document which signalled a shift of emphasis away from higher and technical education (Brown, 1991). The World Bank's involvement in the education sector in Zambia began in 1969 with intervention in secondary and technical education and the disbursement of US \$17.4 million dollars over a period of 5 years. This project was completed 4.5 years behind schedule in March 1979. One of the reasons for this delay was the large number of funding institutions involved.

A second project, approved in November 1969 for US\$5.4 million, was used to extend the University of Zambia Schools of Engineering and Education. The project was satisfactory despite taking a long time, being completed in March 1979. By 1987 the World Bank had spent US\$79.7 million spread over five projects (World Bank Report, 1992). The World Bank's experience in Zambia has been difficult because they often ran behind schedule. Some of the problems cited in the World Bank's 1992 report include: i) the fast-evolving economy resulting in an unfavourable world economic environment for implementation; ii) the Zambian Government's failure to provide

counterpart funding which resulted in education strategies being unsustainable; iii) the failure to integrate projects into the mainstream business of the Ministry of Education (MoE).

In the last decade, the World Bank has played a critical role in mobilising donor support for Zambia by actively engaging in dialogue with the donor community and respective countries. The growth of official development assistance (ODA) to Zambia is reflected by a recorded increase from about US \$650 million per year between 1984 - 1986 to \$1,330 million for the period 1991-1993 (Bonnick, 1997).

The World Bank made four loans to the education sector before 1980, but only two loans thereafter. The fifth loan was made in 1982 and the 1987 disbursements were actually suspended. Zambia's credit with the World Bank was closed in 1988 with US\$15 million out of US\$ 25 million undisbursed. The next project, in 1992, was to refurbish and expand primary schools, and supply learning materials. The World Bank's role has mainly been the co-ordination and mobilisation of aid, and the provision of technical assistance in debt management. In these areas it has been quite influential, however, there has been no precise means of evaluating its work.

In 1992 the World Bank approved a US \$32 million dollar aid to the Zambian government. The funding was to support the government in its effort to reverse the continuing deterioration of the education system, which included over crowded classrooms, critical shortage of teaching material, shortage of teachers, poorly paid teachers and to also sustain education revitalisation in the context of lack of funding to meet education budget. The main objectives of the new funding arrangement were: i) to slow down further decline in education quality, especially at primary level, by supporting interventions to enhance learning achievement; ii) to increase access to education; iii) to improve the physical learning environment by refurbishing and building schools; and iv) to increase educational management skills for policy formulation and analysis.

The benefits of this program were aimed at improving the long term human capital through ensuring improved access to better quality education. The project was to provide about 1.5 million primary school pupils with primary education and about 5,000 education managers for the Ministry of Education (MoE). The quality of primary education was to be boosted by the provision of 5.3 million textbooks, teachers' guides and other basic material.

The World Bank has agreed to support Zambian Government in the BESSIP approach using the Adaptable Program Loans (APLs) facility in two phases 1999 – 2005 and 2001 – 2005. The details of the specific actions by the World Bank are shown in the table below:

Table 4.5 World Bank planning phases for BESSIP

APL Phases	Action to Be Taken
Phase 1: 1999-2001	<p>To provide input to schools to enable more children to enrol and improve learning.</p> <p>To establish the MoE's capacity to monitor outcomes, manage finance and develop quantitative framework for sector analysis.</p> <p>To support the decentralisation of service delivery to District Education Boards.</p> <p>To pilot measures to increase enrolment and improve learning outcomes for disadvantaged groups.</p> <p>To assist the MoE co-ordinate external support.</p>
Phase 2: 2001-2005	<p>To consolidate Phase 1 achievements.</p> <p>To implement quantitative policy framework and continue to provide financial and expert advise.</p> <p>To expand measures to increase enrolment among disadvantaged groups.</p> <p>To continue to monitor enrolments and learning outcomes, particularly among these groups.</p> <p>To ensure sufficient places for all ages, paying particular attention to remote rural areas</p>

Source: (World Bank, 1999)

The table above indicates the World Bank's objectives for supporting the Basic Education Sub-Sector Investment Program (BESSIP) approach. The objectives in phase 1 will target the five activities and phase 2 will also support the five activities indicated in the table above.

4.3.3.2 Assessing Aid Administration in World Bank

a) Objective Setting

The Bank uses structured objectives which are very specific to the area of support. Typical examples of such defined objectives are stated on page 182 above.

b) Planning Process

Although the World Bank does consult the country it supports, the team leaders for the particular projects do most planning in Washington, USA [5]. This means that the Bank uses a top down approach. An example of this planning process is provided below.

In 1990 during the planning stage for the building of 20 schools in the Lusaka district peri-urban area, the project included outside pit latrines [6]. The MoE rejected this design as it did not meet peri-urban (semi-rural) environment standards and such toilet facilities were not suitable for girls in puberty. As a result the plans were modified to include modern toilets with cisterns using running water, but this meant that the number of schools had to be reduced to 19. But even with this reduction, there was a short fall of US \$ 3 million dollars, which was produced by the Netherlands Government so that the project could be completed.

c) Implementation

Although the World Bank has acted as a co-ordinator for other donors involved in the primary education sector, it has also been directly involved in disbursing its own funding to the MoE. It has also supported the Micro-Project Unit, working with community groups. This means that the Bank also uses multiple channels for implementing the programs.

As the main implementing channel, the MoE has experienced long term difficulties due to its poor management ability. It has difficulty finding qualified supervisors to manage projects and as a result work is frequently compromised generally due to poor workmanship. Another contributing factor has been insufficient information systems and skilled IT personnel. This situation that has now been corrected with the installation of modern information management systems to assist the MoE in maintaining control of programs and in accessing and using information for future planning and implementation.

d) Performance Outcomes

In order for the World Bank to move from phase one to phase two the Bank has developed key performance indicators and triggers (see table 4.6) below. These indicators will be used to measure progress towards readiness for implementing phase two. The table below illustrates these critical performance indicators:

Table 4.6 World Bank Programmes Performance Indicators

First Phase Objectives	Triggers for Moving to Phase Two
Improve quality and increase enrolment, particularly for disadvantaged groups	At least 20 percent of Government discretionary budget devoted to Ministry of Education (MoE). Increase proportion of trained teachers serving in rural schools Building section MoE strengthened with 2,000 classrooms constructed Bursaries scheme in place for poor children
Improve MoE monitoring capacity and measures	First National Assessment of Learning achievement completed and results published
Develop quantitative framework for policy analysis	Quantitative framework in use by MoE
Establish and support operation of District Education Boards	District Education Boards established and functioning in at least 60 percent of districts
Establish MoE capacity to co-ordinate and utilise external support	Joint Steering Committee meeting regularly to monitor and receive reports on expenditure, activities and the achievement of overall BESSIP objectives 75 percent of all International Development Assistance funds committed Preparation in place for implementing of phase two

According to a MoE respondent, the World Bank is currently supporting the construction of primary schools and the renovation of some schools that are dilapidated. The community Parent Teachers Association (PTA) supports the renovation program and the construction of new schools is done by appointing contractors that meet government approved tender process. The World Bank initially supported primary education from grade one to seven under the Zambia Education project (ZEP), now it has extended its support to basic education under the Basic Sub-Sector Investment Program (BESSIP).

Under the Zambia Education Program (ZEP) which covers all work in education, World Bank procedures required contractors for expenditures over US \$ 250, 000 to be open to an international competitive bidding process and if less than US \$ 250, 000, they were limited to a national competitive bidding process. According to the World Bank, basic education is divided into three levels, these are lower basic which is from grade one to four, and then middle basic grade five to seven; upper basic grade eight to nine.

4.3.3.3 Discussion

The World Bank has used both internal and external evaluators for its programs. During its participation in the Zambia Education Rehabilitation Project (ZERP), external consultants conducted a mid-term review which was very positive, despite the project not being a resounding success. Under the same project an internal and external completion implementation report was conducted and its findings were presented to the board of the World Bank.

Although the Bank is itself a major contributor to development assistance in the education sectors, it has also played the role of co-ordinating donor activities.

4.3.4 Organisation of the Petroleum Exporting Countries (OPEC)

The Organisation of the Petroleum Exporting Countries (OPEC) fund for International Development is an Inter-governmental development financing institution which promotes cooperation between member states and other developing countries. Its work involves providing financial resources to assist the developing countries in their economic and social advancement. The OPEC fund was established in 1976 by the 13 member countries: Algeria, Ecuador, Gabon, Indonesia, the Islamic Republic of Iran, Kuwait, the Libyan Arab Jamahiriya, Nigeria, Qatar, Saudi Arabia, the United Arab Emirates and Venezuela.

4.3.4.1 OPEC Programs

OPEC's work in Zambia began in 1990 with a US\$5 million aid for primary education. This was followed by a further US\$5 million in 1997. The 1990 aid was for increasing access and improving the quality of primary education in Zambia. The aid was used for upgrading 50 lower grade schools to full middle basic schools by

constructing 150 additional classrooms [7]. The new classrooms were to be built with simple but durable material befitting rural conditions (OPEC Annual Report 1990). The schools were built using clay burnt bricks and the roofing timber was also from locally available trees. A total of 6,750 places were created which would give the pupils seven years of schooling instead of only four. This would enable them to pursue secondary and /or occupational training.

The 1997 funding was targeted at the country's Integrated Education Sector Investment Program. The program aims to build and equip a total of 1,830 additional classrooms for grades one to seven and 1300 teacher's houses by the year 2005. The project would construct and furnish 123 new classrooms and renovate 23 existing ones at 59 schools in eight provinces.

4.3.4.2 Assessing Aid Administration in OPEC

a) Objective Setting

OPEC has semi-structured objectives as well as a top down planning process. Like other multilateral and bilateral organisations, the implementation of its support is done through the Ministry of Education (MoE) where a project co-ordinator is appointed by the MoE and seconded to OPEC. An ADB respondent stated that OPEC had supported work under the Zambia Education Project, along with various funding agencies. At the time of the interview with an ADB respondent in 1999, OPEC was working on upgrading 50 primary schools in the rural provinces of Zambia [7].

b) Planning Process

The focus for OPEC to support primary education came as a result of the Zambian Government policy to have education for all [7]. OPEC has targeted rural areas because rural schools have not been maintained since the Zambian Government built them over 20 years ago. The planning process for this work began in 1994 and the actual work started in 1996 [7].

c) Implementation

The implementation process for disbursing OPEC funds has experienced a number of difficulties in that OPEC was paying contractors directly and only provided US \$5,000 dollars for operational costs [7]. This amount was not enough, as the projects were under budgeted, since more expenditure was required in monitoring and

supervision of the project. Another difficulty with OPEC's funding arrangements was that all projects were to be implemented by the community. In fact, the community was required to contribute 25 percent of the total project budget before OPEC released the 75 percent of the funding. This requirement was difficult to meet as some communities had their own priorities and commitments. For example, during the wet season many communities are pre-occupied with farming and are not able to participate in or contribute to school building projects until the farming season is over. As a result OPEC phased out the project work during the farming season and increased it when harvesting was completed. The other problem facing the OPEC project has been fluctuations in the price of building materials caused by the changes in the rate of exchange for the Zambian Kwacha (local) currency. This was solved by budgeting an extra percentage to cover the currency changes. The OPEC operating budget was also been increased from USD \$5000 to USD\$100, 000 per year in 1998 [7].

At the time of interview in July 1999, an OPEC respondent stated that OPEC was still supporting primary education up to the upper basic education level, and has indicated willingness to assist in funding the construction of high schools for girls, in response to the government emphasis on education for girls.

d) Performance Outcomes

The Ministry of Education (MoE) and Ministry of Finance (MoF) evaluate OPECs projects either funded locally or by their overseas office. There are also OPEC appointed consultants that conduct evaluations. In both cases teams inspect the construction sites to assess the progress of work. Since the project started in 1996, there has been only one mid term evaluation done through OPEC's external consultants. In general OPEC has had very good working relationship with all the ministries that are involved in their projects, especially with the MoE. The Ministry of Finance monitors local counterpart funding for OPEC's project.

Apart from providing funds, OPEC does conduct management workshops for Zambian staff seconded to the project. This provides the skills for improving performance of government ministries.

OPEC conducts its own budgeting, which allocates 25 percentage costs to be met by communities where the schools are built. This arrangement sends the message

that the schools belong to the community, and are for the benefit of the children and therefore ensuring ownership.

4.3.4.3 Discussion

Community participation is not the most efficient mode of implementing development assistance, because it does not include any contractual arrangement. There is always a limit to how much a community can participate, there is also a risk that project co-ordinators may lose control and this can slow a project down. Community projects may also suffer from the political influence of those in the leadership, if they belong to the ruling political part the project will experience government support and if they are from the opposition, then the project may not get the same support from the government. The support that is offered from the government may include the approval of the allocation of the land where the school has to be built to the use of building experts from the Ministry of Education (MoE) to approve the drawing for the school.

On the positive side, because of the 25 percent community contribution the project has managed to upgrade 50 primary schools, for the cost of US \$ 5 million dollars. If community contractors had been used this amount could have only upgraded about 5 primary schools.

A feature unique to OPEC is that even after the project has been approved, there is room to negotiate for future changes. An example of this is that after the funding has been given, the final project budget can be further adjusted by the Ministry of Education to include local logistics, such as cost sharing with other aid organisations that may have projects in the same province. This means that transport costs are shared by projects visits being combined, so that vehicles are shared by all aid organisations working the province. Other donors do not allow this flexibility once the negotiations are concluded.

According to an OPEC respondent there has been no explanation from the Ministry of Education as to why OPEC has been left out from contributing to the basket funding for the Basic Sub-sector Investment Program (BESSIP), but has been allowed to run alongside it and perform the same function a situation that has not been explained by the Ministry.

4.3.5 United Nations Children's Fund (UNICEF)

United Nations Children's Fund (UNICEF) has one of the longest history in the education development of Zambia. It has been in the country for over 20 years [8]. UNICEF has worked with the Ministry of Labour, Social Development and Culture (MLSDC) commissioning a review of the National Literacy Program. It has carried out a qualitative study of functional and basic literacy at the Ministry as well as voluntary efforts [8]. Upon completion of this review, strategies were developed in response to the World Declaration on Education for All and Fourth National Development Plan (FNDP) commitment of the national literacy campaign. UNICEF has also funded the production of primers in the seven local languages for primary schools initiated by the British, Department for International Development (DFID) program.

According to respondent at UNICEF offices in Lusaka Zambia, UNICEF support aims at protecting children. Thus, the work of UNICEF is to ensure the survival, protection and development of every child, so UNICEF programs include health, child abuse monitoring and the provision of education [9]. In Zambia UNICEF works through government offering technical assistance to schools.

4.3.5.1 UNICEF Programs

Apart from offering technical support to the Ministry of Education (MoE) UNICEF provides supports to the following activities:

- Advocacy and policy development in primary education;
- Programme for Advancing Girls Education (PAGE);
- Community education programs- Community schools co-ordination; and
- Basic Sub-Sector Investment Programme (BESSIP)

4.3.5.2 Assessing Aid Administration in UNICEF

a) Objective Setting

UNICEF has well-structured objectives, in line with the United Nations bureaucratic reporting system. This system requires a regional office to justify its needs with clearly defined objectives to access the regional budget. A UNICEF respondent stated that one of the difficulties of working under the United Nations (UN) group was

the structure of its programs. They must have clearly defined objectives, which leaves no room for a field office to respond rapidly to the needs of a community. For example, UNICEF stipulates what activities can and cannot be funded, an example would be all its programs have to do with children only [10].

b) Planning Process

The nature of the planning process at UNICEF is top-down and the Lusaka office in Zambia reports to the Regional office, and the Regional office reports to the headquarters and all must submit elaborate plans in order to have access to the budget. This arrangement was criticised by one of the respondents at UNICEF who indicated that there is a lot of time wasted in generating reports and documents. In November 1998, during data collection, the Lusaka office was so busy with producing their 1999 budget that it was very difficult to interview some members of staff.

c) Implementation

In Zambia UNICEF mainly works with the Ministry of Education (MoE), but as it is also an advocacy institution, it contributes to other bilateral, multilateral and non-government organisations (NGOs). This means that UNICEF uses a multiple channel approach in implementing its programs. Like other aid organisations that use this approach, UNICEF often experiences loss of control and focus on the outcomes of its program. Given UNICEF's system of accountability, it frequently insists that other agencies produce elaborate reports as a way of ensuring accountability and control. However, one would argue as to how critical such reports can be if the writer of the report was also responsible for the program. This has been a major failure in ensuring real accountability in the aid administration through other agencies. It leaves room for whoever has been involved to document what has not been spent and validate it with fake receipts.

According to a UNICEF respondent, there are numerous examples in the aid programs especially with the Ministry of Education (MoE) where staff arrange for suppliers to submit exaggerated amounts on government quotations and so they can pocket the difference [9]. This therefore means that fewer hands through which aid money must pass the better chance of it being used for what it was intended. This is a major drawback for multiple channel implementation of aid.

d) Performance Outcomes

In spite the above disadvantages with multiple channel implementation, in terms of performance the process does have some advantages for example it provides better national coverage. UNICEF has established a network of diverse partners from the community, private sector and government enabling its impact to be widespread in Zambia.

In Zambia, UNICEF representatives have co-ordinators on some education committees and at the time of collecting data in 1998, it was hosting the annual review meeting of all Zambia's community open schools at the Ministry of Education (MoE).

4.3.5.3 Discussion

This involvement confirms its role as an advocate for disadvantaged children. Its recent involvement in Zambia has been to support primary education, mainly targeting education for girls and hence its support for Program for Advancing Girls Education (PAGE).

4.3.6 United Nations Educational, Scientific Cultural Organisation (UNESCO)

United Nations Educational, Scientific Cultural Organisation (UNESCO) like UNICEF has also a long history in Zambia dating back to the late 1960s. The organisation has supported technical co-operation in the field of education since 1966 when it was involved in the training of secondary school teachers at the University of Zambia and had an accumulated budget of over US \$1 million dollars (UNESCO, 1999).

4.3.6.1 UNESCO Programs

The United Nations Development Program (UNDP) and UNESCO funded the teacher's training for non-graduate primary school teachers with an in-service training run by the National In-service Training College (NISTCOL). The objectives of the training were to improve the teaching of science and mathematics mainly for grades 8 and 9 at the basic schools. The in-service training supported the development of low-cost science and mathematics equipment for primary and basic schools and established resource centres for providing the equipment to schools. The project was completed in

1992. The table below shows other projects which UNESCO has supported in Zambia from 1966 to 1997:

Table 4.7

UNESCO Projects in Education Sector

YEAR	Project Title	Amount in USD \$	Area Supported
1966	Training of Secondary School Teachers	1,156,600	Secondary
1967	Correspondence Courses	33,000	Distance Education
1967	Education Planning	44,000	Ministry of Education
1967	Teacher Training	11,000	Teacher Education
1967	Literacy	4,200	Improving literacy
1967	Primary Teacher Training College	849,020	Teacher Education
1971	Special Training Programs	14,193	Curriculum Development
1971	Literacy	248,000	Improving literacy
1971	Training of Secondary School Teachers	1,561,650	Secondary
1973	Rural Radio Education Broadcast	23,100	Educational Development
1973	Vocational Literacy	260,000	Improving literacy
1977	Education Assistance to Refuges	152,000	Educational Development
1979	Functional Literacy	248,000	Improving literacy
1981	Science teacher Training	794,000	Science Education
1985	Population Education	415,736	Educational Development
1986	Upgrading Science Teachers	1,985,976	Training Material
1986	Mass-Communication	364,738	Educational Development
1996	Mathematics and Science Teaching (Phase 1)	47,500	Teaching Material
1996	Mathematics and Science Teaching (Phase 2)	405,000	Teaching Material
1997	Community Schools	28,496	Community Education Primary

Source: UNICEF, 1998

4.3.6.2 Assessing Aid Administration in UNESCO

a) Objective Setting

From the above table, UNESCO has had specific objectives when supporting work in the education sector. These objectives are structured in much the same way as two multilateral organisations, for example the World Bank and UNICEF. UNESCO, is similar to other United Nations organisations, and requires its regional offices to provide clearly defined objectives to access their regional budgets. A UNESCO respondent expressed the same reservations about the system in which he works as did the UNICEF respondent [8]. UNESCO like UNICEF determines which projects it can or cannot fund on the basis of accountability. This leaves little room for its representatives to respond to immediate crises within a community. For example if the community needed food UNESCO will refer them to another UN organisations that deals with the World Food program.

b) Planning Process

The nature of the planning process at UNESCO is top-down and as it is a large institution, its regional office must submit elaborate plans in order to have access to funds. During data collection, the UNESCO office in Lusaka, Zambia was busy producing their end of the year annual report and compiling next year's budget. Staff were working additional hours in order to meet the dead line, so it was difficulty to arrange appointments during working hours. Appointments for interviews were made after hours and some were on the weekend.

c) Implementation

UNESCO like UNICEF mainly works with the Ministry of Education (MoE), but being an advocating institution, co-ordinates the work with other bilateral, multilateral and non-government organisations (NGOs) who are involved in primary education. This means that UNESCO also uses a multiple channel approach in implementing its programs. Like other aid organisations that use this approach UNESCO suffers from loss of control and focus on the outcomes of its programs. In order to maintain some control UNESCO insists with other agencies that implement aid on its behalf submit elaborate reports as a way of ensuring accountability and control. There is some debate as to how those who are involved in the program can be critical

about their work. This has been one the major failures in ensuring accountability in the aid administration through other agencies.

Again like in the case of UNICEF, there are numerous examples in the aid programs especially with the Ministry of Education (MoE) where there have been reports about staff organising with suppliers to issue exaggerated or inflated amount on government quotations and pocketing the difference. As indicated in the UNICEF discussion, that the more you reduce the hands through which aid money has to pass the more chances that it may end up doing what it was intended for.

d) Performance Outcomes

UNESCO like UNICEF is an international organisation it has also attempted to have a nation wide approach and this same approach has been used in Zambia. UNESCO has also established a network of diverse range of partners from the community, private sector and government.

In Zambia, UNESCO has been the leading organisation in the work combating illiteracy, as it has the longest history of working this area and has been one of the highest contributor in terms of resources.

4.3.6.3 Discussion

In order to appreciate some of the work that UNESCO has accomplished over the years, it is important to understand UNESCO's mission which is: i) to assist in establishing and operating institutions that are dedicated to education, research and cultural development; ii) to help countries formulate national policies that will achieve these goals; iii) to stimulate debate on development assistance in education; iv) to strengthen institutional capacity for research and training so that countries and regions can find their own paths to self-sufficiency rather than depend on imported expertise; v) to provide linkages and networking facilities that enhance the work of both individual and institutions through resource-sharing and community partnerships (UNESCO, 1999).

This mission statement shows that UNESCO's programs aim at combating illiteracy through working together with other donors. More recently it has renewed its effort in primary education in Zambia by stepping up literacy work among the out-of

school youth and adults. Like UNICEF, another focus, has been on programs targeted at educating women and girls.

4.3.7 List of Interviewees from Multilateral Organisations (referenced with numbers in square brackets in the case discussion)

1. Mr M. C. F. Sakala – Project Coordinator ADB, Lusaka, 22/07/99. This interview discussed in detail how the Africa Development Bank has been contributing to Primary Education through its cooperation with the Micro Projects Units of MoE.
2. Ms. Sini Paukkunen – Project Officer EU, Lusaka, 07/12/98. During this interview the project officer had just taken up the appointment and was still getting familiar with the work in education.
3. Ms. Sini Paukkunen – Project Officer EU, Lusaka, 21/07/99. This interview discussed the EU support for community based primary education delivery and the EU had identified some NGOs that they supported in the compounds around Lusaka.
4. Mr. J. G. MacCormack – Program Manager, EU, Lusaka, 23/07/99. This interview discussed the work of EU in the Zambia Education Capacity Building Program, which has developed interventions to support education and training over a period of five years.
5. Dr. Bruce Jones – Team leader World Bank, Washington D.C. 30/12/98. The interview discussed the experience of the Bank making significant achievement in the enrolment and quality of learning in the primary education sector.
6. Dr. Clement Siamatowe – Project Officer World Bank, Lusaka, 14/07/99. The interview discussed the long history of the Banks involvement in education since independence and how it has been a major contributor in the coordination of other donors.
7. Mr Richard M. Makayi – Project Coordinator OPEC, Lusaka, 27/07/99. The interview discussed the unique approach by OPEC in relying totally on the local staff with minimum supervision from its head office.
8. Ms. Martha Santos – Program Officer UNICEF, Lusaka, 16/12/98. The interview covered issues on role of UNICEF being to facilitate and protect the

interest of the child through ensuring survival, protection and development of the child.

9. Mr. Lawalley Cole – Program Officer UNICEF, Lusaka, 15/12/98. The interview discussed some of the difficulties UNICEF has experienced in coordinating NGOs that are involved in the community-based organisations working in primary education.
10. Ms Natiyechiwork Bekele – Program Officer UN, New York, 30/11/98. In this interview I was informed that the UN does not deal directly with education, since it had other UN organisations like UNICEF and UNESCO that specialise in education.

4.4 Case Study of Non Government Organisations

Tvedt (1998) defines the term non-government organisation (NGO) as a common denominator for all organisations within the aid channel that are institutionally separate from any state apparatus and are non-profit making. The NGO aid channel is a new form of international social system that has been formed from a partner relationship between internal social-economic and political mechanisms and external donor interests. This new aid channel has developed over recent decades with increasing number of NGOs entering the arena and doubling the total funds in international aid (UNDP, 1993). Tvedt (1998) argues that the development of NGOs has to be analysed as the outcome of a complicated process whereby international ideological trends, donor policies and NGOs' agendas interact with national, historical and cultural conditions in complex ways. Therefore, an NGO in a developing country might be a reflection of donor intervention rather than of internal development process. Tvedt (1998) suggests that NGOs perform a maintenance function which help to preserve differences among classes and nations, at least in the short term, and reduces the pressure for radical reform, partly by harnessing the energy of radical middle-class activists. The UNDP report (1993) states that NGOs 'often have bureaucratic hierarchies without the democratic characteristics of accountability of most the group members (p78). In fact Mortensen (1997) points that NGOs are often in the best position to support local initiatives and to ensure results because they have the advantage of experience and commitment to work within the local community. At time of the study, there were 55

NGOs providing primary education in Zambia (ZOCS, 1998) and only six of these organisations were included in this study. These are Zambia Open Community Schools (ZOCS), Oxfam, Zambia Christian Children Fund (ZCCF), World Vision International (WVI), Reformed Open Community Schools (ROCS) and CARE Zambia.

Table 4.8 below has been developed from the NUD*IST matrix data report, to indicate the NGOs in the study, how they rank in the way they develop their objectives, how they plan their aid, how they implement the aid and lastly how their performance is rated.

Table 4.8

Non Government Aid Organisations Summary of Case Study Report

Case	Objective Setting			Planning Process			Implementation Channels			Performance Outcome		
Key	1	2	3	4	5	6	7	8	9	10	11	12
ZOCS	√			√					√		√	√
Oxfam		√		√					√		√	√
ZCCF		√		√					√		√	√
WVI		√		√					√		√	√
ROCS	√			√					√		√	√
CARE Zambia		√		√					√		√	√

Legend: Objectives Setting Planning Process Implementation Channels Performance Outcomes
1 Unstructured 4 Bottom Up 7 Multiple Channels 10 Extent of Coverage
2 Semi-Structured 5 Consensus 8 Single Channel (Other) 11 Facilitation
3 Structured 6 Top Down 9 Own Channel 12 Sustainability

4.4.1 Zambia Open Community Schools (ZOCS)

ZOCS began its work in the primary education sector in 1992. The first school was opened in a shanty compound in Lusaka called Misis compound, with a total initial enrolment of 50 girls. However, ZOCS schools are now accepting boys as well, due to the recent increase in orphans, so their focus has shifted to orphaned children. The school started as a response to the number of girls who were seen to be loitering the

compound by visiting Roman Catholic Sisters. In response, the Sisters together with some of the members of the community approached parents to measure interest in having their daughters attend school. The parents claimed that they could not afford to send their daughters to the government school because of the fees. When the first school was opened in 1992, there was so much demand that more classrooms had to be added. The word spread quickly to other compounds, so the number of schools increased to 21 within the first year of ZOCS' operation.

4.4.1.1 ZOCS Programs

According to a ZOCS respondent, when the organisation first began it did not have any objectives or set plans. There was a need and ZOCS was simply formed to address that need. ZOCS recognises that education is the key to development and provides hope for children to break out of the poverty cycle. In an interview with a volunteer from the British volunteer service organisation (VSO) seconded to ZOCS as a school building inspector, he stated that primary education was considered to be a basic need for humanity to achieve any level of development, an argument already supported by many development experts [2]. Therefore without education these children live a life without hope. The major challenge for ZOCS has been funding for the project which has been provided by embassies, and business houses and occasionally individuals from the community have donated money.

In order to ensure future sustainability, ZOCS has made a conscious decision to involve the community fully in running the schools. Parent-Teachers' associations are responsible for appointing teachers from within the community [1]. Such teachers are in a better position to understand the difficulties these children face when they are absent from school and sometimes miss school. Also towards the end of the secondment of the British VSO building co-ordinator, some members of the PTA will be trained to carry out preventative maintenance in the schools. Since materials are all provided by the community, their maintenance should be achievable. ZOCS strategy for ensuring sustainability has been to develop skills at the community level by encouraging the full participation of the local community and, in the long term, a genuine sense of ownership should develop. ZOCS' mission statement states that: *As a Community based Project, ZOCS exists to enable some of Zambia's most needy children to access basic quality education. By giving children the opportunities to acquire the knowledge and*

skills they need to develop to their full potential, we give them hope for their future (ZOCS, 1998).

The Zambia Open Community Schools (ZOCS) is one of the community schools that this study has included. This organisation first started in 1992 by opening a school in one of the compounds of Lusaka known as Kabwata [1]. The school started with 50 girls, and this was in response to high numbers of children out of school. ZOCS had mainly targeted the girl child as it had noticed that girls were the majority of the children that did not attend the formal schools.

4.4.1.2 Assessing Aid Administration in ZOCS

a) Objective Setting

From the above discussion ZOCS' objectives can be classified as unstructured, since the organisation responds to the needs of the community. The organisation draws its inspiration from the United Nations Declaration on the Rights of the Child that proclaimed in 1959 that every child has a Right to Education. More recently, the United Nations General Assembly has adopted a Convention on the Rights of the Child (CRC). In December 1991, Zambia was one of the 187 countries to ratify this document. It is in this climate of children's rights that ZOCS took the initiative to provide basic quality education for children not currently catered for in the formal education sector. Therefore, ZOCS is contributing to the overall goal of the Zambian National Program of Action (NPA) of Education for All by the year 2005 (ZOCS, 1998).

b) Planning Process

The main target for the Zambia Open Community Schools are children denied access to the formal schools because of family financial hardships, being orphaned, or because of gender bias within the family. As girls are less likely to be sent to school in preference to their brothers, ZOCS works with the community to identify the children, appoint community teachers and using community groups to organise the schools. This means that ZOCS uses a bottom up planning approach.

c) Implementation

To build and help communities run schools, ZOCS raises funds from various donor agencies, business houses and also within the community [1]. Because of the high numbers of the out-of-school children, ZOCS has experienced rapid growth from its

inception in 1992. Within five years 24 schools have been built. The Table shown below indicates the schools that were built in the different shanty compounds in Lusaka. The table demonstrates that in 1992, ZOCS started with one school in Kabwata and in 1993 another school was built in St. Francis Diocese near Thornpark area of Lusaka, and in 1994 they had built 9 schools in various shanty compound of Lusaka, this was the highest number of schools built period 1992 to 1997. This rapid increase in schools was due to the high demand from the compounds.

Table 4.9

Yearly progress of ZOCS

1992	1993	1994	1995	1996	1997
Kabwata	St. Francis	Baulen Chainda Chilenje Chipata Kalingalinga Linda M. Kwisano Ngombe Uyoba	Chifwema Chilambila City of Hope Kabwe Mapepe Misisi	Chawama Garden Kazionele Kanyama	Chobolya John Laing Matero
Total 1	1	9	6	4	3

Source: ZOCS Annual Report 1998

ZOCS implements its own programs and therefore it is a single channel provider. However, in all the work there is continuous consultation with and advice from the Ministry of Education to ensure that the required government building standards are achieved.

d) Performance Outcomes

This rapid growth of the Zambia Open Community Schools (ZOCS) has come with its own problems such as a fall in the quality of education and standards of the

teaching. As more and more schools were built more classes were opened and ZOCS' ability to staff, monitor, equip and supervise the new classes was seriously challenged and made sustainability even more difficult. ZOCS then had to pay attention to the whole process of long term planning by formulating a strategic plan towards the end of 1997. This plan aimed at achieving sustainability through community participation. Its framework and guidelines were implemented in 1998. One of the plans' strategies was not to establish any more schools until the existing ones could be fully operational. However, this did not stop increases in the size of classes as clearly shown by the 1997/98 statistics below:

Table 4.10
Showing Growth Rate For ZOCS

Statistics	1997	1998	Growth
PUPILS	3686	3911	+225
Girls	2221	2311	+90
Boys	1465	1600	+135
Orphans	845	1172	+327
CLASSES	112	120	+8
Level 1	46	35	+11
Level 2	37	40	+3
Level 3	21	29	+8
Level 4	8	16	+8
FUNDING of Classes	100	108	+8
Donors	96	100	+4
Private	4	8	+4
Schools	24	23	-1
Teachers	97	108	+11
Supervisors	12	16	+4
Office Staff	8	9	+1
Volunteers (Long Term)	1	3	+2
Volunteers (Short Term)	1	2	+1

Source: ZOCS Annual Report 1998

From the above chart ZOCS can be seen to continue registering growth in terms of staff and students even though one school was closed. The increase in 1998 was in response to a growing demand by communities for basic education. The most significant rise was in orphaned children who increased from 23 per cent to 30 per cent of ZOCS pupils. This role is expected to continue due to the prevalence of HIV/AIDS in Zambia. In addition, although ZOCS has a deliberate policy to enrol more girls, some parents still prefer to have their sons educated. Enrolments of boys showed a 9 per cent increase even though girls continued to be the majority (40 per cent of pupils). These results indicate that ZOCS has performed very satisfactorily compared to most other aid organisations.

4.4.1.3 Discussion

As stated above the development of ZOCS was rather rapid and the community has become fully involved in building permanent structures to house the schools. However, community participation has been slow, as it takes time to ensure local people that the schools would be functional.

ZOCS has not yet developed a system of evaluation, even though the advisory board has discussed the issue. There are future plans to use the British VSO as evaluators. Some organisations have conducted field visits to ZOCS schools and have been very positive about the progress. At the moment ZOCS is developing a standardised testing system to measure student learning. Other indicators used by ZOCS are high enrolments and good attendance. In 1997, out of 60 ZOCS pupils who sat the grade seven government exams, 40 passed and are now in government schools. This kind of results is confirmation that schools are contributing positively to the community. In fact some parents are reported to have tried to withdraw their children from the government schools and bring them to community schools, because of the good results achieved by ZOCS pupils on the national tests. This trend has been discouraged, as it would mean that ZOCS would no longer focus on the most needy children in the community.

ZOCS has managed to achieve this performance through a good relationship with donors who support the community level work. Eleven donors are funding ZOCS' projects which include teacher development programs, building community skills, and school building and student development programs. These donors have developed

confidence in ZOCS as a credible non-government organisation (NGO). This relationship can be attributed to ZOCS and the development of transparent financial management systems, which ensure total accountability of all donated funds.

Although ZOCS has embarked on building its own schools, many of its schools are presently housed in religious buildings which are used as churches on Sundays and turned into classrooms during the week. Such environments do not always provide the best learning environment as in most cases there are no desks. Thus ZOCS is still experiencing some difficulties working within the community.

A ZOCS respondent interviewed at the building site in 1998 in Lusaka stated that the supply of building materials has also been problematic, because local contractors have had difficulty in supplying accurate amounts of building sand and stones. During a visit to one building site, ten tons of building sand was ordered but only eight tons was delivered. Such anomalies frequently put building budgets in disarray.

When asked why ZOCS could not use reliable suppliers, a building coordinator stated that it was ZOCS' policy to award contracts to the people within the community, and by giving established suppliers the contract, donor money would simply go back to developing countries instead of benefiting local people. Local contractors also had problems with the delivery of build components, such as window and doorframes. These were often constructed of different sizes, because of lack of accurate cutting equipment, so it was common to find door or window frames with different lengths or widths.

Theft from building sites has been another major problem. Both local inhabitants and building employees are believed to be responsible for this theft. Even the local guards, employed to look after the material, have sometimes been reported stealing. This scenario presents a very challenging environment for ZOCS when trying to empower local people and invest donor funding into the community. In 1999, ZOCS introduced in-house budgets for all the work it undertakes, as this allows it to maintain better accountability for its donors.

ZOCS' relationship with the Ministry of Education (MoE) has been very positive and it has enjoyed a lot of support from the MoE curriculum development centre (CDC) which has provided books and teaching materials. In the early stages of

ZOCS, a member of staff was seconded from the MoE to provide in-service training for ZOCS teachers. ZOCS has gained the support of the British Department for International Development (DFID) and has accessed their resource centres under the Action to Improve Mathematics, English and Science (AEIMS) project. In addition, children have also been given lessons in life skills with particular emphasis on the dangers of the HIV/AIDS virus and the various complexities of life in a developing country.

The MoE has provided a contact person for each of five most remote provinces who is responsible for supervising the work of the community schools. The contact person sits on the ZOCS advisory board providing expert guidance. Sister Maria Leaf the Co-ordinator for ZOCS, believes that there will always be a need for community schools and ZOCS will assist in providing its services, as long there are children whose parents cannot afford government schools. To encourage community responsibility in providing education for under privileged children, ZOCS is shifting its operations from a highly centralised office to a decentralised arrangement. This means that local community schools are being allowed access to source funding, and this will help the schools manage their own affairs. It is anticipated that within the next three to five years these capacity-building strategies will make schools less dependent on ZOCS. However, according to one of ZOCS' major donors "if you are dealing with the poor in society, you will always be there with the pennies, you will never be 100 percent sustainable"(ZOCS, 1998). Despite this attitude ZOCS is shifting to more of a partnership role with communities.

One of the weaknesses of the ZOCS program was that it grew very fast, which meant poor co-ordination, and informal approaches to development with no focus and no monitoring of the progress. It was not until 1997, that ZOCS decided to slow its operation and set in place some formal planning strategies. ZOCS did not even have a policy document in place in 1997, nor was there any database for record keeping, and its office only had eight staff to supervise 24 community schools. These include one coordinator, a part time secretary and six community teachers. In 1998, ZOCS began developing its supporting infrastructure, which included teacher in-service programs, training of the community Parent Teacher Association committee members, installing information management systems for keeping databases and developing policies.

One of the key ingredients for ZOCS' success has been its committed staff. All 103 teachers have been recruited from within the communities. Their particular skills include an understanding of the struggles of the children and the families involved in the school. ZOCS has also been very supportive of its teachers by providing quality training using resource personnel from the Ministry of Education. ZOCS recognises that some of these community teachers do not have formal qualifications or certificates so they are provided with the necessary books and materials, and resources to develop their teaching skills. During the in-service training they learn new methods in teaching and lesson preparation. The routine visits by Ministry of Education officers to ZOCS schools are welcomed and encouraged and seen as a way to meet the expected educational standards. The teachers are also fully informed on the future plans, and funding arrangements. As well as the building programs and of how the progress and developments will affect them. This means that there is total transparency at ZOCS and all members of staff share in the contribution the organisation is making to the community.

ZOCS policy provides strict criteria for the selection of children for schooling. This means that the target group remains consistent. ZOCS has a policy regarding teacher benefits and the need for maintaining quality teachers who understand ZOCS expectations. Thus, ZOCS is now much more organised than when it first began. It has built a more professional approach to providing community schools.

For ZOCS to ensure a consistent standard of supervision, it had to reduce the number of schools from 24 to 21. The reasons given why one school was closed were that ZOCS was not getting the accepted level of involvement from the parents and that there was mismanagement of funds. The other two schools were closed because they were located in the eastern province, over 500 kilometres away, which presented a problem for ZOCS to provide the staff and monitor standards. There was also a lack of participation from the parents. The two schools were closed and at the time when ZOCS began to shift from a provider to a partnership relationship with schools and these two schools did not adjust to the changes.

ZOCS first started by responding directly to the needs of the community with no pre-conceived plans and no clearly stated objectives. The children were always in the streets all the time some Roman Catholic nuns were visiting the compound and on one occasion a nun enquired as to why these children were not at school. The parents told

her that they could not afford to send their children to school because of the government school fees. The nuns started to look for funds to establish a non-fee paying community school, and this was the beginning of ZOCS. This was in 1996, but even at the time of the interviews, the nuns were still working on how best they could continue to serve the community.

4.4.2 Zambia Christian Children Fund (ZCCF)

The Christian Children's Fund (CCF) incorporated was founded in 1938 as a response to the homeless children of the Sino-Japanese war. It is the world's oldest child sponsorship organisation. The Zambia Christian Children's Fund (ZCCF) started working in the primary education sector in Zambia in January 1983. ZCCF is part of a world-wide charitable organisation that has six offices in the West Africa region, and other offices in India, Asia and Latin America. Its work involves providing the essential needs of children in particular health and education sectors. Although the organisation is, in principle, operated as a Christian institution, the majority of children supported are Muslims, which means it is actually an inter-denominational organisation. The ZCCF provides many children with their only hope of intellectual, physical, emotional, moral and spiritual development. ZCCF's policy aims at providing child development programs through education, therefore it has had to deal with numerous hindrances that stop children from attending school. These include i) a lack of support from parents who do not understand the value of education, especially in the rural areas; ii) a lack of places in government schools, particularly urban schools; iii) poor educational resources for those who attend school making a waste of time; and iv) less support for girl's education than for boy's. The ZCCF's overall policy is to address the question of poverty reduction, an aim that most donors have been adopting for a long time. The ZCCF provides assistance to disadvantaged children, through a one to one sponsorship in child's own family environment. The aim of the organisation is to assist children's families to improve their quality of life and enable them to be self-reliant. ZCCF's pledge is that every enrolled child must have access to basic education.

4.4.2.1 Assessing Aid Administration in ZCCF

a) Objective Setting

Like the other four NGOs, ZCCF has semi-structured objectives which include: the construction of schools and teacher's houses in areas where the facilities are inadequate, the construction of additional classrooms in existing schools, the provision of school fees, school shoes, uniforms and other school requisites to enrolled children and the provision of teaching aids in primary schools [3].

b) Planning Process

ZCCF uses a bottom up planning processes. The community is involved from the initial planning stage through to the actual implementation stage. Community participation begins by identifying specific needs and the action required to ensure at least a 25 percent contribution from the community [4].

c) Implementation

In ZCCF programs community contribution includes supplying labour to build the schools, making bricks and providing financial support. When a school is built the community is again involved through the Parent Teacher Community Committees (PTCC), which participate in the recruitment of teachers and student enrolments. The ZCCF monitors the tendency to favour education for boys only. If this is detected, ZCCF issues instructions to correct the bias.

d) Performance Outcomes

The ZCCF began in 1983 with 300 children enrolled, mainly in the rural areas [3]. The program is now supporting over 14, 000 children attending primary education in Zambia. All ZCCF schools are ran by the local community, and ZCCF works through the community to identify the suitable location for the school. Apart from primary education the organisation also supports other affiliated projects such as:

- Child development;
- Primary health care;
- Environmental protection;
- Food security;

- Income generation; and
- Training of the community leaders and teachers

From 1983 to date ZCCF has built 7 primary schools in the following townships: Kalundu, Luumuno, Mwembeshi, Tiyanjane, Shimbizi, Kabile and additional classrooms in Chilo, Chitemalesa and Ng'ombe. All schools except Kabile and Shimbizi are run by the government. Kabile and Shimbizi are still being run as ZCCF projects [3,4].

According to a ZCCF respondent interviewed at the Lusaka office, Zambia has responded to the challenge of achieving education for all and the current situation in the country shows that there is need for more support from aid organisation, as the number of children growing without basic education is increasing.

4.4.2.2 Discussion

When ZCCF first started there was no pressure for conducting evaluations of its project. This has changed over time, as donors have become more demanding about establishing mandatory reporting procedures. In response to issues of accountability, ZCCF has designed a Project Management Entity (PME) tool to use in all areas of project management, which includes planning, information gathering and project evaluation [3]. PME is a user-friendly tool that can be used by laymen in the field and parents in the community groups can even be trained to use it. The PME is a system for collecting data and uses this data to identify community priority areas, so, when applied to a project, the PME can provide continuous assessment and long term evaluation as work progresses. The ZCCF's PME tool is used at the local offices as well as internationally. The tool strengthens the ZCCF's role of facilitator providing technical and financial assistance to communities.

The ZCCF argues that there is a gap in Zambian government policy for education as it does not address early child education which provides a sound foundation for any educational program. ZCCF has approached other organisations such as UNICEF to try and convince the Zambian Government to support pre-primary education at national level. Therefore, ZCCF is also focusing on early childhood education.

The ZCCF's relationship with its donors and the Ministry of Education has been rather loose, but its links with the local community level are very strong. However, the ZCCF has realised that there is need to formalise a good working relationship with the MoE, and in fact at the time of the interviews, the ZCCF had scheduled a tripartite meeting with senior MoE staff. This would provide an opportunity to expose ZCCF's thinking on the future education policy and demonstrate the PME as a powerful tool for enabling community participation in education projects. The ZCCF also planned to inform the MoE of its capabilities and what the communities are able to contribute. It was encouraged that the meeting would generate clear appreciation of ZCCF's work, as it is the government's responsibility to monitor the standards, even if ZCCF builds the schools.

The uniqueness of ZCCF programs is that they not only address the need for education, but also poverty. The aim of ZCCF is to raise family levels of income, so that a family can support its children's education. When a family no longer requires assistance, or no longer has primary aged children it graduates from the program and another family is taken on. The ZCCF works with small groups of families, called sections, and in each group has a family educator who is a local retired teacher or civil servant identified by the community, who acts as a leader. These groups are instructed in using the PME tool and work through the whole process from collecting data for their project, planning and finally implementing the project. This approach is different from other development agencies which usually work through committees that meet and make decisions on behalf of the community.

The ZCCF facilitates sustainability. Each project operates as an independent NGO, and is allowed to seek funding outside the ZCCF. In order to speed up the ownership of the project ZCCF does conduct empowerment programs that allows the community groups to take control of the project from an early stage. This means that the community has full ownership from the beginning of the project, which is enabled by tuition in using the PME tool. The measure of good performance for the ZCCF is a decrease in the level of dependence on ZCCF funding. Independent resources are not necessarily funds but any in kind contribution, such as labour and even knowledge. Even the ability to present demands to the local government or an awareness of civil rights are contributions that can represent a measure of independence. This means, that no matter how poor a community is, they can be mobilised to contribute to any level.

The ZCCF sees its role as a catalyst providing an enabling environment for community contribution. This approach distinguishes ZCCF from other NGOs. It spends more time working with the community groups before any funding can start coming to the project. However, some communities find this approach too slow and frustrating as they see that other NGOs disburse funds much more quickly [4].

ZCCF's approach of seeking to establish dialogue with both government and the community, is a unique one, since in most cases the donors want to act as the representatives for the community. The impetus for this strategy is to enable the government to get to know what the community needs. Therefore, ZCCF's approach establishes a tripartite partnership arrangement where the community is facilitated in dialogue with the government.

4.4.3 World Vision

The work of World Vision started in Zambia in 1982 [5]. World Vision programs are community based, but do not provided as a package for education, or agriculture. A World Vision respondent interviewed in Lusaka also stated that World Vision considers Primary education as the foundation in the life of a child. However, World Vision became involved in education because it is a sector which communities have identified as needing attention [6]. The World Vision process involves meeting a community and conducting an assessment and most often education is identified as an area that needs assistance, which is not surprising given the growing number of street children in Zambia and the need to provide them with an education. In some remote parts of Zambia there are still children learning under the trees and in other parts teachers are not being provided because there are no schools [7].

Another area of World Vision involvement is their child sponsorship program [5]. This program ensures that the sponsored children stay in school and that those not yet sponsored eventually receive sponsorship. World Vision intervenes on behalf of the sponsored child in the issues that may prevent the child from completing school. Such interruptions might include the three month initiation period when a girl reaches puberty, early arranged marriage for girls and, for boys, the temptation to start a small business as they begin to see little value in education in their villages or in the urban areas where unemployment is very high [7]. In these situations, World Vision offers counselling for families so that they can encourage their children to finish school.

However, the demand for those wanting education remains very high and far exceeds the available support and resources. It was stated by one of the respondents that there will always be need for development assistance as the whole process of development is dynamic, which means that once one problem is solved then another need emerges from a different level in society.

4.4.3.1 World Vision Programs

The work by World Vision in the primary education sector in Zambia involves the refurbishment of school buildings, sometimes the construction of new schools or classrooms, teacher's houses and toilets. World Vision is also involved in providing teaching and learning materials.

World Vision Zambia is one of the most respected NGOs in the country and has established itself in most provinces. Its international experience has given it the exposure to easily adapt to different communities and the flexibility to work efficiently. The organisation provides support for infrastructure development such as water supply, health care, and for any other needs the community may identify.

4.4.3.2 Assessing Aid Administration in World Vision

a) Objective Setting

As an international organisation World Vision Zambia does have the overall objective which is to eradicate poverty, but it does not have specific objectives in the country, as these are developed as a result of the interaction with the community. This means that the projects determine the objectives as the community identifies them.

b) Planning Process

According to a field program director for World Vision Zambia, although the process of supporting development assistance using a community based approach has been generally smooth, it has been difficult for some communities to accept their responsibilities in terms of labour, materials, and sometimes money, before World Vision can provide the rest of the funding. Some communities have been slow to meet their commitments and as a result some programs have been delayed. Another World Vision respondent interviewed in Lusaka stated that since some of the community contribution involves local skills, the workmanship is not of a good standard and the construction may not then meet local government standards. An example of such poor

workmanship occurred at Chivuna school in Mazabuka in Southern Province where a local contractor built a school that did not meet the standards. The walls had cracks and the roof was leaking. World Vision has managed to resolve the local skill problem by thoroughly screening all local contractors.

c) Implementation

World Vision works well with the government and is a registered organisation at the Ministry of Education (MoE). It is involved in other social sectors so it also has a good working relationship with other government departments. World Vision's approach is, once a community has identified the need for a school, it does not start building immediately, but contacts local government authority for approved plans and building site information. This creates a partnership between the community and local government, making it easier for World Vision to hand over the school when it is built to either the government or to the Parents' and Teachers' Association (PTA). World Vision does not run the schools but facilitates in their construction and then moves on to the next community with another need for assistance. In some cases, World Vision incorporates other donors in providing assistance, such as with the building a school in Chainda, a shanty compound on the outskirts of Lusaka. In this case UNICEF took over the running of the school after World Vision had finished building. Also the other reason for co-operating with other donor organisations is to avoid duplicating projects in the same area.

d) Performance Outcomes

World Vision does conduct some evaluation of their work in Zambia, but because its projects are not totally funded by the organisation, and a substantial input comes from the community, which is difficult to put a dollar value on, accurate evaluation is difficult. However, there is an internal evaluation department that travels to the field and sometimes-external evaluators are used.

4.4.3.3 Discussion

World Vision sometimes finds itself dealing with too many projects in too many communities at the same time, and this can slow down the progress and put a strain on resources. This problem is caused by dealing with small communities which have small budgets so end up not having enough staff to supervise activities. World Vision has

therefore started budgeting for area development programs that catered for larger communities or ethnic groupings.

Another problem for World Vision, has been that the people are nomadic in nature and sometimes after a school has been provided they move to another area taking their children with them. Thus World Vision has to follow and construct another school. Some of these communities practice child marriages where a girl child is married before completing primary school. According to one respondent, there have been some incidences, especially in the northern province, where World Vision has intervened on behalf of the girl child and paid back the dowry so that the child bride can continue in school. In some isolated cases communities may be divided along political party lines and in such situations World Vision allows the community to resolve its differences before beginning a project.

World Vision's approach to providing development assistance in the primary education sector is different from other donors in general in that it actually gets involved in the building of the schools and, after building, it hands the schools over to the government or the community PTA. Their initial planning includes consultation with local government authorities to understand the necessary standards before building. World Vision links with the district and national advisers so that they operate within the framework of the national policy as regards to building specifications and standards. World Vision works with other donors in the education sector judging from their joint project with UNICEF in one of the shanty compounds of Lusaka discussed above.

4.4.4 Oxfam

Oxfam has also argued that basic education is a catalyst for human development and that education opens new horizons, extends freedom, and creates opportunities. Oxfam claims that education is not just a fundamental human right as recognised by in Article 26 of the United Nations, Universal Declaration, but it is also an enabling right which unlocks a wider set of civil, political, and economic freedom. In fact most of the benefits of education extend beyond the individual to the wider community and society in general (Oxfam Report, 1998).

Universal primary education would benefit society in various ways: improved child health and nutrition; accelerated and more equitable sharing of economic growth;

increased empowerment, accountability, and democracy which enables people to demand better services and a more accountable governance (Oxfam Report, 1998).

Education, particularly of girls and women, greatly enhances the ability of households to manage health problems, to improve nutrition, and to ensure more effective diagnosis and timely treatment. Education improves the capacity to gather and process information about health-care, and empowers people to demand basic health-care services (Oxfam Report, 1998). Evidence from Zambia suggests that the child of a Zambian mother who has had a primary school education has a 25 per cent chance of survival than the child of a mother with no education (Watkins, 1999). Also educated women are more likely to identify the need to take a child for treatment earlier than later.

4.4.4.1 OXFAM Programs

Oxfam has been assisting Zambia in some of the following areas: rebuilding of school infrastructure in the community schools which were not maintained, the provision of teacher training, skill development within the Parent Teacher Association (PTA), the establishment of community based organisations to manage schools, and the advocacy and social mobilisation of increased community participation [8]. From an international perspective, Oxfam has been addressing inequity by reducing poverty, suffering and injustice in the world. From this perspective, Oxfam programs in Zambia have involved emergency work among displaced people, working with community based organisations (CBOs) in the areas of advocacy on land and human rights issues, civic education, capacity building of communities, agricultural development and household food security, equity issues involving women, issues relating to livelihood improvement through a micro-credit facilitation and many other development related programs [8].

After many years of working in the above areas, Oxfam reviewed its programs (Oxfam Report, 1998). Following a country poverty and livelihood analysis, it was found that the lack of education and high levels of illiteracy was a major contributor to the increase in poverty in the Zambia. Hence, Oxfam strategies now directed more support to the improvement of primary and basic education in Zambia and in other developing countries. In March 1998, Oxfam International launched a two-year

education campaign in London, Washington and Johannesburg to make members of parliament aware of the importance of supporting primary education.

4.4.4.2 Assessing Aid Administration in Oxfam

a) Objective Setting

In Zambia, Oxfam's policy emphasis on primary education has necessitated it to operate on the Copperbelt Province (see appendix....). Their work facilitates the development of education among the poor and the access to quality education by vulnerable groups. Since 1995, Oxfam has supported advocacy programs, the running of community schools, and the training of community school teachers.

b) Planning Process

Oxfam planning process involves other NGOs in primary education. Oxfam had considerable impact on improving education in the Copperbelt Province, PTAs and Community Based Organisations (CBOs) have had access to training programs, and most importantly more children have had access to primary education. There has been an increase in community participation in school management, increased access to learning materials and influenced government policy and donor community as a whole towards improving their respective budgets allocated to primary education, an example of this is that from 1991 the Zambian government has increased its budget allocation to primary and basic education [8].

c) Implementation

According the Oxfam report (1998), the work of OXFAM in Zambia has been mainly involved in some of the following areas:

- Supporting the development of community schools even in the semi-legal shanty urban settlements;
- Supporting the personnel who work among the poor and encouraging remote schools to have the basic requirements such as black boards, chalk, and teachers hand books;
- Targeting assistance for the urban and rural poor through food delivery to the schools;

- Supporting improved attendance, participation and performance of girls in schools, through single sex classes, affirmative action for the advancement of female teachers, and facilitating the posting of female teachers to some rural schools;
- Assisting community based organisations (CBOs) and other NGOs through providing non-formal skills training programs for the out of school youths;
- Developing three major skills: basic literacy, numeracy, communication and problem- solving competencies, including the HIV/AIDS education; and
- Assigning local government and relevant NGOs to establish local and national orphan services with a view to providing education, formal and informal sector employment, and protection from exploitation.

Oxfam has also continued its advocacy role in campaigning that Zambia and other poor countries be exempted from debt repayment, so that the money could be channelled to education and other social sectors (Oxfam Report, 1998).

According to Oxfam, the importance of having access to education is argued to be the only possible way for a family to break the cycle from poverty (Watkins, 1999). Lack of education has left adults and children disadvantaged, vulnerable, and impoverished. Every year millions more become new victims and the vast majority are young girls and women. Watkins (1999) argues that Oxfam considers every child out of school as representing a loss for prosperity, democracy, and human development.

Ten years ago, the world's governments promised a decisive action for achieving Education for all by the year 2000. This World Conference held in Jomtien Thailand in 1990 has not been achieved and 125 million primary-School-age children are not in school; most of these are girls. Although 150 million children start primary school each year the majority drop out before they complete four years of education.

It is in view of the above that Oxfam International has launched the campaign which will bring about some practical policy changes required to deliver the 'Jomtien vision'. Watkins (1999) has argued that an international response was imperative. However it is rather unfortunate that so many developing countries including Zambia are being asked to spend more on debt servicing than education. The donor countries have not responded positively in backing their policy commitments to education by increasing their aid budget.

d) Performance Outcomes

Oxfam has the ability to respond to the needs of the people to be guided by, the human aspects of a situation, such as livelihood improvement, enabling local people to carry on and improve upon what has been initiated by donors. This means that Oxfam has been able to work with people at different levels and is able to network and link up with like-minded donor organisations so as to increase program impact. The impact of the program can be defined in terms of improving the situation by adding value to the beneficiary with the set objectives and ensuring sustainability. These come as result of using highly participatory approach ensuring total involvement of beneficiary at all stages.

4.4.4.3 Discussion

According to an Oxfam respondent in Zambia, the success of Oxfam can be seen in the increasing number of children from poor families who are now able to go to school. More classrooms have been constructed and old ones have been refurbished and the numbers of trained teachers increased. More PTAs and CBOs have been established and offered various skills, and the quantity and quality of teaching materials has been improved. The degree of commitment from the community schools, government, NGOs and donors has improved tremendously as a result of improved communication among these organisations. There have also been some positive changes in policy on primary and basic education as reflected in the budget increase allocation by the Ministry of Education.

4.4.5 Reformed Open Community Schools (ROCS)

The Reformed Open Community School organisation was founded by Reformed Church of Zambia and officially registered in May 1987. Initially ROCS was aimed at adult literacy. The shift to supporting children came as result of the Reformed Church leaders noticing high numbers of children loitering in the streets of shantytowns hence the organisation decided to enrol children in its schools. The parents of these children also requested the church leaders to consider providing schools for their children.

4.4.5.1 ROCS Programs

The formation of ROCS came as result of joint recognition of the need for the children and this has been the basis from which the organisation has continued working

closely with the community. Apart from the five schools in Lusaka, the organisation has extended its support to Lundazi in the Eastern Province of Zambia where it has one school.

4.4.5.2 Assessing Aid Administration in ROCS

a) Objective Setting

As discussed above the formation of ROCS was the result of a need recognised by the church for the children who were not given a chance to attend school. This means that ROCS had no set objectives on how the organisation was going to provide primary education. In fact the whole process just evolved and even at the time of data collection the survival of the ROCS schools was on a daily basis. However, the teachers and the children were all optimistic and enthusiastic about their schools.

b. Planning Process

ROCS being an organisation that was formed by the community plans with the community and operates through funding received bilateral organisations and international NGO agencies based in Zambia [9].

c) Implementation

ROCS implements its own programs and the community participates in the whole process. ROCS like other community school organisation run four levels of classes and their first class graduated in 1999. The four level of education allows children to sit the government exams to enter high school.

One of the difficulties that ROCS has encountered is funding. As a result ROCS has not been able to provide enough training sessions for its volunteer teachers. The organisation is also facing a critical shortage of learning and teaching materials and, at the time of the interviews, teachers had not been paid since one of the schools started operating.

ROCS has been assisted so far through the Netherlands Embassy and Care Australia. The Netherlands Embassy in 1997 provided ROCS with the funds to run a one-week orientation seminar for volunteer teachers and with the same funds ROCS managed to buy books for teachers and students. Care Australia has purchased office equipment and other teaching materials for ROCS. These contributions were a major boost and provided the foundation for ROCS work in community schools [9].

These street kids in the long run become illiterate adults and unable to contribute to the economic growth of the country. ROCS respondent stated that typically such people could not make informed decisions and choices that may help them improve their economic position in society.

ROCS has enjoyed a good relationship with the Ministry of Education (MoE) and the Zambia Community Schools Secretariat (ZCSS) both of which have been very supportive and have contributed to the schools by providing training for the teachers.

d) Performance Outcomes

ROCS conducts yearly evaluations and questionnaires are sent to each school and organisation that provides support. The responses on the questionnaires are collected and discussed with the directors and some of the findings are implemented.

In the year 2000 an assessment of the how the performance of the first students to complete the four years was planned. This would include the teaching material, community teacher selection procedure and strategies for fund raising.

4.4.5.3 Discussion

Sustainability for schools based in Lusaka has been difficult to ensure as some children just stop coming to school and some parents have not participated in the running of the schools. According to a ROCS respondent the sophistication of being in a capital city like Lusaka, does put a lot of pressure on both parents to be involved in street vending business and in most cases the children also participate and going to school is seen as a waste of time. But in the rural school like the one in Lundazi, the parents and children are committed to the school as they have not as much economic pressure to neglect their school an example of this support is vegetable garden, piggery and chicken run which are used for raising money to run the school.

The ROCS schools have benefited the less privileged. There is always an overwhelming response from the community, even with a small fee charged. However, the fee is not mandatory, so if parents cannot afford to pay, then children are still allowed to attend school. Having no requirement for uniforms also lessens the financial burden.

Since 1996, ROCS has closed four schools, due to a lack of community participation and difficulties in sourcing funds [9]. ROCS has admitted that there is lack

of proper administration in their schools, and is now considering training community school committees, so that they can participate in the administration of the schools. However, this training cannot be done due to lack of funds. Despite these difficulties there is still a strong commitment from teachers, who, even without being paid are still very supportive of the program. Some parents are also very supportive and assist with the general administration of the schools.

4.4.6 CARE Zambia

CARE International support in Zambia is the Whole Child Health Project (WCHP) which began its work in 1994 using funds provided through a grant from the Canadian International Development Agency (CIDA) [10]. The programs were implemented through CARE Zambia in three peri-urban communities: the Mutendere, George and Chipata shanty compounds in Lusaka.

4.4.6.1 CARE Zambia Programs

CARE Zambia began its work in the primary education sector in Zambia 1995. The schools supported are community based and CARE Zambia helps the community to run the schools by providing the training and resource to those involved. CARE Zambia considered getting involved in primary education after contact with other donor organisations in the country. CARE Zambia volunteers had noticed large numbers of children out of school but the support that CARE Zambia has provided has not eliminated the problem of school attendance. There are still many children not attending school and this is due in part to a lack of schools and a critical shortage of funding to meet the demands for more schools.

Because the schools provided by CARE Zambia use rented properties, this temporary arrangement creates a lack of confidence as parents are not sure how long the school will continue. It takes time for the community to be confident that the school will be there in the long term. To address this problem CARE Zambia is now working with communities to build their own schools, thus providing a sense of ownership of the schools. These members of the community who can afford to contribute are encouraged. The community also participates in deciding what will be taught in the schools, it determines the school calendar so that time is allocated for school when there are fewer farming activities. However, having a different calendar from that of the government

schools causes problems when holidays do not coincide. The community schools have high absenteeism during the government school holidays. Also there is no penalty for staying away, students are welcome whenever they decide to attend school. As a result the community school's calendar has been changed to match that of government schools. Another distinctive feature of CARE Zambia schools is that they enrol throughout the year.

CARE Zambia is supporting work in three general areas, these include the Zambian Pre-school Association, the Foster Parents' Association and Community Schools.

a) Zambia Pre-school Association (ZPA)

In 1996, CARE Zambia established a partnership with the ZPA to assist communities in two ways. These are to improve the skills of those working within the ZPA and to develop a Whole Child Health Project (WCH) curriculum for early childhood educators. In both cases CARE Zambia has provided training and material support.

The WCH training curriculum includes seven modules aimed at increasing teachers' ability to train the community in assessing and managing childhood ailments and social problems. CARE provides ZPA with the training to be able to use WCH curriculum in all its community training programs. In this program mothers come to the community health centres, where the community teachers take them through basic life skills. These include hygiene, nutrition and child health under 5 years of age.

b) Foster Parents' Association (FPA)

The Foster Parents' Association was formed in response to increasing numbers of orphaned children in peri-urban compounds such as Chipata, Kanyama, Mutendere and George shanty compounds. The studies conducted by the Participation Learning Action (PLA) research organisation which is funded by CARE found that nearly 40 per cent of all households currently hosted children who had lost one parent, and in a sample of 146 orphans, 45 per cent were orphans meaning that they had lost both parents (Archung, 1997). The main cause of this crisis is the emerging HIV/AIDS virus. FPA assists foster families, so that they can collectively be able to identify, address, and prioritise their problems. According to a CARE respondent, these problems are categorised as hunger, inadequate school places and withdrawal from school due to the

inability to pay school fees and inability to pay for medical schemes or to purchase medicine.

In dealing with the problem of hunger, CARE Zambia has assisted the FPAs in organising food co-operatives, which buy staple foods such as maize meal, oil, beans, and kapenta at wholesale prices. The FPAs then resell these food items to the co-operative members at a member's price that is affordable and accessible to the foster families.

c) Community Schools

CARE Zambia sees supporting community schools as a way to influence the health and education of the most vulnerable children in peri-urban communities' [10]. CARE initially conducted a participatory study of children orphaned by AIDS, which showed that 11 per cent of orphaned children attended school compared with 36 per cent of those with parents (Archung, 1997). Through support from UNICEF's Education Unit CARE Zambia was able to develop a detailed two-page brochure describing the concept and process of establishing community schools in the targeted areas of Lusaka.

CARE Zambia's school approach was a response to the needs of children aged between 8 and 10 years who have never attended school or had left school [11]. CARE's community schools provide four years of primary-level education to children whose parents cannot afford to send them to Government schools. The subjects taught in these schools include basic literacy in English and Nyanja (a language spoken in the Lusaka and originating from the Eastern Province of Zambia), functional mathematics, and life skills that focus on basic facts about life and hygiene. These schools admit both boys and girls, although priority is given to girls. The maximum class size is 35 students.

CARE community schools do not require uniforms or shoes, but children are required to come to school clean. These schools are organised and managed by the parents or guardians of the children who attend the school. The parent or guardians pay a nominal fee of less than two dollars per term for textbooks, and exercise books and writing supplies are provided free of charge. The duration of classes is two and half-hours each day, five days a week. The parents and guardians decide the timing and length of the school holidays. Each school appoints a committee that is responsible for

maintaining the school, deciding on the school calendar, recruiting community teachers, and organising and managing term fees, attending all school meetings, paying term fees ensuring that children to school.

Community teachers must have passed grade nine to be eligible to teach and must demonstrate the potential to teach when the parents' committee interviews them. Once they are accepted, CARE provides them with continuous training and intensive in-service supervision. These teachers are paid a token of appreciation from the term fees and the contribution from CARE. This token is less than half of the government employed teachers, and as such it is really a token and not a salary [11]. CARE Zambia does consider primary education as being critical to the economic development of Zambia and in particular the education of girls.

4.4.6.2 Assessing Aid Administration in CARE Zambia

a) Objective Setting

CARE Zambia's project has the following objectives: to improve the health and welfare of children aged ten and younger; to increase teachers' abilities to manage problems relating to child health and social development; to facilitate the fostering of children through the Foster Parents Associations (FPA); to address problems such as hunger and access to health care; to enable parents' committees to effectively manage the daily operations of community schools; to integrate the Whole Child Health (WCH) curriculum into the Zambia Pre-school Association in-service training program; to establish a minimum of ten community schools in the peri-urban areas of Lusaka; and finally to establish a minimum of six FPAs in the peri-urban areas of Lusaka.

b) Planning Process

CARE Zambia being an international organisation has elaborate formal planning processes since it has to be accountable. In addressing the defined objectives the organisation operates within the guidelines as planned through the head office, as such although CARE Zambia involves the community, the community is guided within the set objectives.

c) Implementation

CARE Zambia education draws on Zambia Community Schools Secretariat (ZCSS) and Ministry of Education (MoE) guidelines for policy with regard to

community operated primary schools. However, the MoE policy guidelines are more appropriate for formal government schools. Therefore CARE Zambia and other NGOs are currently working through ZSCC to develop more suitable guidelines for community schools [10].

d) Performance Outcomes

CARE Zambia conducts evaluations every three years for all the school projects. CARE Zambia has worked well with the Government and other organisations that are supporting community schools in Zambia. In particular there has been a close working relationship with the Zambia Community Schools Secretariat (ZCSS), the umbrella body that brings together all organisations running community schools. In fact, one of the education program coordinators at CARE Zambia is an executive member of ZCSS.

CARE Zambia through ZSCC has also received some support from the European Union (EU), the Japanese International Co-operation Assistance (JICA) and United States of America International Development (USAid). The EU has been involved with CARE Zambia in the construction of a school in Mutendere, a settlement area on the outskirts of Lusaka. Another proposal has been submitted to the JICA for the construction of a school in Chipata.

4.4.6.3 Discussion

At the time of data collection in June 1999, CARE Zambia was running community schools in the shanty compound of Lusaka. This approach was anticipated to end in June 2000 and at which time a program was to be launched which would aim at assisting community schools to run independently. This new education program will run for another three years, after which time an assessment and evaluation will be conducted to determine its success. Therefore, the main aim of this capacity building would be to ensure the sustainability of the community schools. Encouraging other NGOs to run community schools would also enhance sustainability.

4.4.7 List of Interviewees from Non Government Organisations (Referenced with numbers in square brackets in the case discussion)

1. Sister Leaf – Coordinator ZOCS, Lusaka, 13/07/99. This interview was based on the history of ZOCS, how the organisation was conceived.
2. Mr. Michael – Owen-Building Inspector, ZOCS-VSO, Lusaka, 20/07/99. The interview was conducted at one of the building sites of a ZOCS school.
3. Dr. Joseph Conteh – National Director ZCCF, Lusaka, 12/07/99. The interview discussed the Project Management Entity (PME) which ZCCF uses as a process of allowing community participation.
4. Mr. Victor Koyi – Program Coordinator ZCCF, Lusaka, 12/07/99. The interview dealt with issues of ZCCF creating an environment of cooperation with Government and other participants in the delivery of primary education.
5. Mr. Amos Y. Kalawe – Director: Field Programs World Vision, Lusaka, 19/07/99. The interview revealed that the involvement of World Vision in primary education was as a result of the community identifying the area and not World Vision providing a solution to the needs of the people.
6. Mr. Richard A. Phiri – Senior Manager: Customer Relations Services World Vision, Lusaka, 19/07/99. The interview discussed the involvement of the community in the planning process and implementation of the program. Communities provide labour and locally available materials like timber, and clay for moulding blocks.
7. Ms. Gertrude Chanda – Project Officer World Vision, Lusaka, 19/07/99. Interview discussed the aspect of early arranged marriages for primary school girls, how World Vision has to buy back the girls by paying the dowry back to the would be in-laws.
8. Dr. Anne Sikwebele – Copperbelt Coordinator Oxfam, Ndola, 22/07/99. The interview discussed the work of Oxfam on the copperbelt targeting the most needy in society.

9. Ms. Sonile Phiri – Program Officer ROCS, Lusaka, 22/0799. The interview discussed the process how ROCS was started as an adult literacy class and as a result of noticing the large number of loitering children changed its focus to the children in the community.
10. Ms Elizabeth Mbewe – Program Officer CARE Zambia, 15/07/99. The interview discussed the three areas of CARE Zambia being the whole child health project, the foster parent, and the community school. All this work was targeted at the peri-urban communities.
11. Mr. Isaac Phiri – Assistant Program Officer CARE Zambia, 15/07/99. This interview discussed the level of support CARE Zambia gets from the government in training of volunteer teachers in the community schools.

4.4.8 Summary of the interaction between key players in the aid administration

This section examines coordination in the primary education aid management in the last ten years in Zambia. The analysis focuses on the roles and perceptions of the key stakeholders on aid administration, in the Zambia primary sector. Figure 4.1 shows the broad interactions among stakeholder groups.

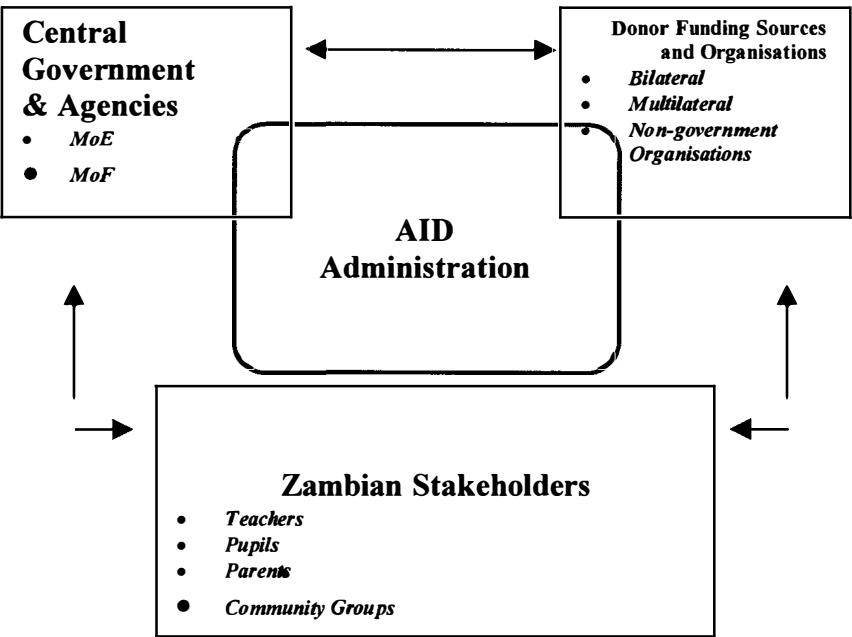


Figure 4.1 Schematic illustrating the interaction among key players in Zambia’s Primary Education Sector Development

4.4.8.1 Role of Government

In the last 10 years the Zambian educational policy has been mainly influenced by the change in policy by the World Bank. This change has been from supporting secondary education to primary education. A major aspect of change is the move from free education to fee-paying structures across the entire educational spectrum. The Government of the Republic of Zambia policies had also meant that dependence on external support has become central to sustainability of the educational sector. This has made collaboration with aid organisations crucial and therefore the performance of these agencies will continue to influence the Zambian primary education sector. The initiation of the BESSIP program is a clear example of an emergent strategy, which depends on foreign aid as the main vehicle for implementing the nation's primary education policy. While this strategy may prove useful its success is largely dependent on the capabilities of local officials in maintaining the vision and impetus of the underlying agendas.

4.4.8.2 Stakeholders of Aid Administration

These include the primary students, parents, schoolteachers and trainers, government staff in national and local community offices, aid workers and staff of aid organisations. Each of these hold varied perceptions about the value or contributions of these aid programs on the circumstances. In particular, it is interesting to explore the perceptions of the local communities (especially students, parents and school staff) views on benefits and concerns in regards to the different aid programs. From the field studies, it is evident that aid programs that are targeted at the grass roots - as in the example of the NGOs like ZOCS - appear to benefit the locals most. This is because in these programs the locals are provided with opportunities to contribute in defining their real needs and how effectively to meet those needs.

Technical workers on various donor programs hold the view that most of these aid organisations have agendas that are different from that of the Zambian government and the local community at large. This explains the situation where programs tend to fail to deliver their specified outcomes. Examples are the FINNIDA and SIDA programs, which were run parallel to MoE programs, and after completion the MoE had no capacity to support the continuation of the programs.

4.4.8.3 Views and Concerns of Donor Agencies

In recent years there has been some considerable effort on the part of the donors to move from an intervening approach to a partnership arrangement. In order to have an impact donors have realised that they need to be transparent and clear about what it is that the recipient country really needs, unlike in the past when it was what the donor thought the recipient country wanted.

Most donors now operating in the primary education sector have been arguing that Zambia needs to define her own agenda in terms of the policy for primary education, since what has been developed so far has been ignored for a long time. Therefore, these donors feel that there has to be a national system of primary education that should respond fully to the public sector re-structuring exercise so that the sector can have the capacity to operate an accounting and management system that can be relied upon.

4.4.8.4 Critique of Aid Programs

The discussion among Zambian officials on the subject of aid co-ordination, can be summed up in this statement; 'For quite sometime now the Government have been worried that most of the benefits have been lost due to lack of collaboration and corporation by so many aid agents of development' and that 'The multiplicity of donor projects requiring local administration inputs are likely to create serious administrative problems (MoE, 1991). A recognition for the need to involve MoE and Central government from the development of objectives in order to improve aid co-ordination in Zambia's primary education aid management was indicated by several officials.

In an unprecedented attempt to examine independently the management of donor projects in the sector, the MoE review committee conceded in 1989 that there were a number of anomalies in the way some of the projects were being managed by both the donors and the ministry. The committee found that the British Overseas Development Agency (ODA) and Finnish International Development Agency (FINNIDA) were criticised for setting up parallel administrative structure which were operating outside the Ministry management framework. The ODA was criticised for not involving the inspectorate in the management of transport and the finances of the mathematics textbook project. The issue was that the funds for this project could not be included in the Central government estimate book for the Ministry and was viewed with particular

concern. Swedish International Development Assistance's (SIDA) running of the self-help schools pilot project outside the MoE's long established Zambia Education Projects Implementation Unit (ZEPIU) caused concern. FINNIDA operated a financial management system, which kept the Zambia officers outside the control of the aid funds in the sector.

These problems which were identified are significant in many ways for they serve to reveal the kinds of consequences uncoordinated aid can impose on local administration arrangements. The examples given also help to point out the areas of possible conflict, which may affect any future attempt to co-ordinate aid. These cases merely emphasise a point about donor's different administrative arrangements. It therefore reveals a little about donor's distrust of MoE capability to manage aid finances, hence the tendency to insulate some aspects of their management system. The degree to which this has been exercised tends to differ from project to project and from donor to donor.

Donor co-operation and the debate and assumptions of aid co-ordination have received attention throughout the recent history of the development aid mainly from the donor countries. Conferences have been organised by the donors themselves to discuss ways of improving aid business, information exchange, consultation between donors and recipients, and aid co-ordination were the main subjects on the agenda.

Since the mid 1980s this interest has been renewed, especially in the issues concerning donor corporation and aid co-ordination. In 1986 the European donor agencies held a conference in London to share experiences and to show each other their preferred areas of aid concentration so that they could avoid duplication. Subsequent conferences have been held in Ireland (1987) and the Netherlands (1988). At a multilateral level the World Bank has taken several initiatives to organise aid co-ordination meetings on behalf of member states. Ghana had such a meeting organised for it in 1986 in Vienna, and the most recent meeting was for the Common Market of the Eastern and Southern Africa (COMESA) member countries held in 1998 in Lusaka.

The major criticism in the debate has been that there has been weak or ineffective aid co-ordination in recipient countries. In Zambia in particular, the study has found that the poor performance of the aid in primary education has been due to donors setting their own objectives, planning aid without full participation of the Ministry of Education (MoE) and the use of multiple channels for implementing aid.

The performance of aid is further weakened by the large number and multiple source of aid bringing in the difficult task of MoE or even central government failing to cope with the problems of aid administration. The lack of full participation by the recipient Ministry or Central government in the whole process of aid delivery from developing objectives, to planning and implementing the aid does not provide the ownership of the aid activity. This has reduced the impact of aid performance on the problems the aid was intended to solve.

CHAPTER FIVE

FINDINGS AND CONCLUSION

5.1 Introduction

In this chapter a summary of the main findings of the research study is presented and key conclusions are highlighted. The previous chapter provided detailed accounts of aid programme administration by twenty-two aid organisations. These included ten bilateral organisations, six multilateral organisations and six non-governmental organisations. The case studies reported on in-depth interviews with key personnel in the organisations as well as critical analyses of the literature on aid administration and reports on aid programs in Zambia's primary educational sector.

The case studies illustrated diverse aspects of aid administration in the Zambian primary education sector. They highlight the complexity of aid management in developing countries, especially in matters relating to project design and objective setting, Planning Process, channels of implementation and the performance outcomes. Overall, this study has identified a number of issues that impact on the involvement and contribution of foreign agency development assistance. For example, rigidly structured objectives do not enhance the impact of aid, as there is no room for responding to the needs of the recipient. Planning processes do influence the performance of aid especially where grass roots involvement is encouraged that is, allowing a “bottom-up” approach. Single channel aid implementation improves the impact of aid as it involves a focused approach. The findings also demonstrated that Bilateral aid organisations spend more time at developing their objectives and planning their aid distribution than the multilaterals and NGOs. However, NGOs pay the least attention to developing objectives and planning processes but achieve the most impressive outcomes.

The greatest problem faced by the majority of the donors is the co-ordination of their aid programs on the ground. This is because they use multiple channels, and because their objectives do not usually match those of the Ministry of Education (MoE) or other implementing agencies such as the British Council for DFID or the UN

agencies such as UNICEF and UNESCO. Another important finding of this study has been the low level of qualifications of staff at the MoE. This means that staff may not have the ability to administer policy or to advise the donors objectively on policy matters in relation to what is best for Zambia. All government employees at the MoE were found to be very poorly paid, which invites an element of corruption and short cuts in the way contracts may be awarded to local contractors who build or refurbish schools. Another issue is that the Government, in most cases, fails to meet donor requirements in terms of counter-part funding. This is the amount of money that has to come from the Government in order for the donors to provide the full amount of the project. In some cases the donors have ignored the failure by the government to provide counter-part funding and gone ahead financing the project. However, other donors do not fund the project if there is no contribution from the government. The study also identified a number of common features associated with the three case study groups. The following section summarises these findings.

5.1.1 Research constructs

Four constructs were found to be of central importance to all the stakeholders in aid administration in the Zambian primary education sector. These constructs namely Objective Setting, Planning Process, Implementation and Performance Outcomes, also represented the major themes used for coding the data imported into NUD*IST software, which assisted in developing the case study summary reports discussed in the chapter four.

Table 5.0

Summary of findings in relation to the constructs

Constructs	Description		
Objective Setting	Unstructured No objectives have been set; Organisations not directly supporting primary education; Organisations that react to a need for supporting primary education.	Semi-Structured They were defined as goals and do not have time lines; Implied rather than stated clearly; They support other organisation’s area of interest.	Structured They are defined clearly with tangibles and time specific; The objectives have been refined over a period of time.
Planning Processes	Bottom Up Planning process starts at the grass root level; Organisations involve the recipients in the plan.	Consensus Planning where there is an equal involvement from both parties, involved, neither the recipients nor the donors dominate the process.	Top Down Planning where the process is imposed on the recipients.
Implementation Channels	Own Channel Donor organisations directly involved	Single Channel Aid assistance through another organisation	Multiple Channels Aid assistance through several agencies
Performance Outcomes	Sustainability Can the program continue after donors go? Can program generate its own resources long term?	Facilitation Consultation; Co-determination; Synchronised support.	Extent of Coverage Local town; Provincial level; National level.

Table 5.0 above provides a detailed illustration of how the four constructs have been used in developing the case studies in chapter four.

The objectives of an aid organisation are the stated goals that the organisation hopes to achieve by providing assistance to the primary education sector in Zambia. These objectives include, for example, increasing enrolments, providing quality education, gender equality in access to primary education, and refurbishment of infrastructure.

The planning processes employed by aid organisations involved in planning stage, how plans were communicated and the time taken to develop the plans.

Aid programs were implemented using different channels. These implementation channels were analysed on the basis of how the projects were actually executed. Whether local or international agencies were used.

The performance outcomes of the various projects were assessed using three further qualitative performance measures: the sustainability of programs, the facilitation of local capacity building and the overall national coverage or impact on primary education in Zambia.

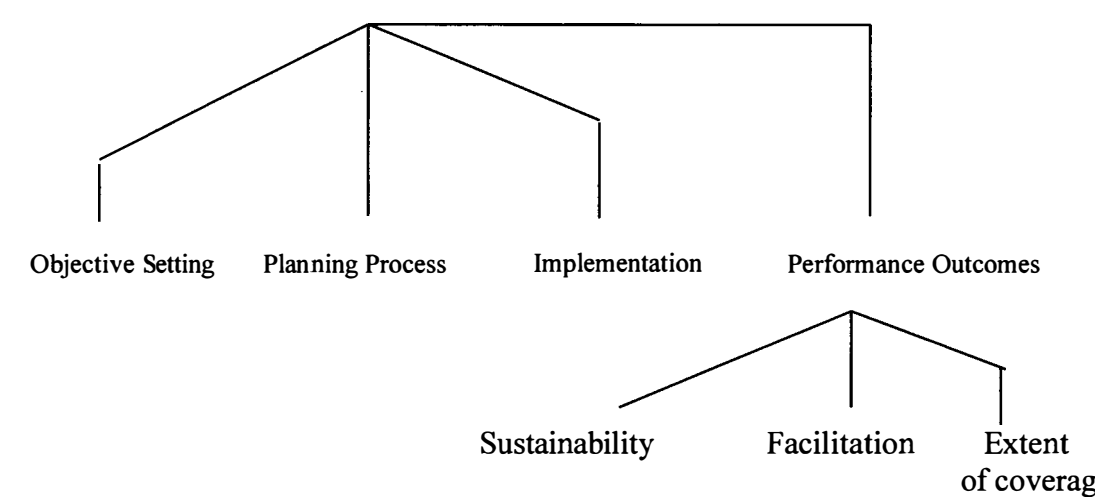


Figure 5.0 Constructs Relationship

The following sections summarises the findings of each of the three case study groups organised under the four main constructs on aid administration in primary education in Zambia.

5.2 Bilateral Organisations

This section discusses the findings on how bilateral organisations performed in relation to the three constructs that were objective setting, Planning Process for the aid, and implementation of the aid. The discussion is based on table 5.1, which provides the summary of case study findings by group, where bilateral organisations have been classified under the group A.

5.2.1 Objective Setting

In general, the bilateral organisations were found to work with structured objectives (see table 4.0). These organisations usually have their programs outlined, negotiated and set out in project documents. The objectives tend to be based on a number of local needs of the primary education sector following previous experience of the aid organisation with the Zambian economy as a whole. The objectives were also continually updated to reflect changes in political as well as global economic trends, and the on-going debate from the 1990 declaration of Education for All Conference, which has had a follow up conference recently held in Dakar, Senegal in April 2000 emphasising the world's commitment to provide education for all, by 2005.

Out of the ten bilateral organisations investigated, only three had semi-structured objectives on foreign aid for primary education in Zambia. Canadian International Development Agency (CIDA), the United States Agency for International Development (USAID) and the Japanese International Corporation Agency (JICA) had not developed clearly stated objectives for their aid to primary education in Zambia at the beginning of their involvement.

There were some advantages of having structured objectives. For example, such organisations were more likely to stay focused on achieving results and were more accountable to their home governments. Newcomers could easily follow up their activities and outcomes because there were clearly laid down parameters to follow. This ensures no misinterpretations of program agendas.

Structured objectives mean that aid organisations have to devote time to develop them, which often mean that by the time they are implemented, the environment may have changed. A typical example is the Primary Reading Programme, under DFID, where there was an initial two-year study period to enable the structuring of objectives. This means that while this was going on DFID did not initiate any program to assist in the primary schools. This is in contrast to the cases with less structured objectives where the program execution was allowed to respond to the current environment, less time was taken defining objectives. For example, with the oriented framework used by USAID, strategic objectives also were allowed to emerge from social and economic issues at the grass roots level. The more structured these objectives, the more time is needed to develop performance measures.

Neither CIDA nor USAID were directly involved in any specific project, but were both supporting the work of other NGOs and multilateral organisations so have no specific objectives of their own. Thus, unless the aid organisation is itself involved in a specific project, it may not be necessary to develop any administrative processes.

5.2.2 Planning Process

The Bilateral group of aid organisations employed a top-down approach to planning. They generally did not involve the main stakeholders in the initial design of their projects. The planning process is generally managed by the aid organisation and plans are handed down to the recipient country or implementing agency. For example, the Action to Improve English Maths and Science (AIEMS) Program, under DFID, was developed and handed over to the MoE without any significant contribution from the MoE. All ten bilateral organisations had elaborate top-down planning processes.

Table 5.1**Summary of Case Findings by Groups**

Case Group	Pre-dominant Characteristics of Aid Administration			
	Objective setting	Planning Process	Implementation Channels	Performance Outcomes
Group A Bilateral Organisations	Structured	Top Down	Multiple Channels	Bilateral programs had national converge But were not sustainable and had poor facilitation
Group B Multilateral Organisations	Structured	Top Down	Multiple Channels	Multilateral programs had national converge But were not sustainable and had poor facilitation
Group C Non-governmental Organisations	Mainly Unstructured	Bottom Up	Single Channel	Most NGO programs are sustainable, Facilitate local in puts and concentrated in local areas

The above table presents the grouping of organisations in the study and describes the pre-dominant characteristics of the constructs for the group. Column 1 groups the organisations into their 3 categories and labels them as groups A, B, and C. Column 2 describes the type of objective setting, whether structured or unstructured. Column 3 describes the Planning Process used, which can be top down or bottom up. Column 4 describes the implementation arrangement, which can be multiple, Own or single (Other) channel and finally column 5 describes the level of performance outcomes.

Grass root planning appears to give a chance to deliver better results. An example is Irish Aid and USAID. The Irish Aid program in the Northern Province of Zambia, despite being top down in terms of planning, in practice attempted to work with the community through local government and community groups. USAID spent two years from 1998 to 2000 to form an understanding of the primary education sector. They concluded that the appropriate framework would be essentially a grass-root level.

USAID has since developed a Results Framework (see Figure 4.1) which has been used to explain in the USAID approach to basic education. This framework indicates that development assistance to basic education starts from a cross cutting range of life serving activities rather than just building schools. This means that the childrens', teachers', and community needs have to be understood and incorporated. For example, impediments to learning must be dealt with first, and only then can the schools be provided.

Thus, the inclusion of the aid beneficiaries is critical to the whole planning process. Unless beneficiaries are involved from the start, it will be difficult to establish whether what an aid organisation has identified as a need is in fact a real need. Moreover, the notion of community ownership of the final solution is critical because it ensures sustainability of the program in the long term.

Planning without local input has been one of the major factors contributing to the failure of aid organisations. However, it is important to recognise that the bottom-up approach, where the people at the grass roots level are involved, can be very time consuming. More time needs to be allowed for communication and consensus, and the process may even be longer if local levels of education have not been high. In the long term, the advantages of a bottom-up approach outweigh its disadvantages, because such programs have local ownership. By ensuring local ownership and local involvement in the developing of objectives, planning, and implementation arrangements, the issue of sustainability is also addressed. The key benefit of local participation is that it facilitates wider acceptance of the aid and wider national coverage in the long term.

5.2.3 Implementation Channels

All bilateral aid organisations, except for Irish Aid, employed multiple channels for the execution of their aid programs. They generally worked with the Ministry of Education in addition to other public sector bodies, such as the Micro-Projects Unit, or with private agencies and other NGOs. In the case of Irish Aid, however, projects were executed with the local government authority and community groups and only involved the Ministry of Education, when the schools were completed. Irish Aid also concentrated their work in one particular province, the Northern Province. This provided them with a rapid learning curve on the local expectations, therefore minimising conflicts with communities and local authorities. This research has shown

Irish Aid's program in the Northern Province to be one of the most successful aid programs in primary education in Zambia.

The use of multiple channels of implementation, has some advantages, such as larger national coverage and the gaining of richer experiences through the sharing and synergies of multiple projects. Where properly managed this approach can result in more value for money within specified time periods.

Where donors use the multiple channel process in implementing their programs, there are a number of factors that come at play. Some of these include:

- Cost of the project;
- Time of the project;
- Focus of objectives; and
- Evaluation of the program.

With multiple channel implementation, the cost of a project increases, since more people are involved in its delivery. The time taken to conduct the work also tends to increase, as each agent has to go through a learning curve in achieving full understanding of the underlying issues of operationalising the project. The focus of the original objectives might also be affected, as there is a degree of loss of control when another agency is involved. The use of multiple channels also affects the evaluation of the program. Normally agents are asked to evaluate their own work: a factor that brings hidden agendas into play. The agent may provide impressive documentation which reflects excellence, while on the ground the project has not delivered what was defined in the objectives.

The introduction of the Basket funding approach for the Basic Sub-Sector Investment Program (BESSIP) brought about the single channel implementation of the aid programs through the Ministry of Education. This approach is, in principle, a solution to the multiple channel arrangement. If well implemented, it will allow for a more focused handling of aid programs and in the long term will give the Ministry the ability to direct aid according to the needs of the country, rather than following donor driven agendas. However, BESSIP has yet not been fully implemented because the civil service reform program to improve the capacity at the Ministry is not yet completed. This has been going on since 1995. Although the Cabinet Office has approved the new

civil service structure, the government has not yet been able to meet the budget requirements for recruiting the right calibre staff to implement the structure.

There have been some donors who have accepted to work with the existing structure at the MoE, as is the case with USAID, Netherlands Embassy, NORAD and DFID. However, the majority of the donors, for example, DANIDA still feel that unless the MoE recruits staff of better calibre they will not be prepared to put their money into the basket funding approach. Some donors feel that if the money is pooled into a common basket, it will not be possible to measure the impact of their support, and therefore, removing any credit or recognition for their contribution. In addition, DFID for example is very concerned about how to justify their expenditure to the British tax payer, how to demonstrate what their aid contribution has achieved. Under basket funding, the outcomes of individual donor contributions are embedded in a group outcome.

Another consequence of the basket funding approach is that instead of each donor having to learn the protocols for dealing with local governments and communities, MoE will become a key player which will streamline many of these processes. This leads to the enhanced capability and sustainability of programs after completion since the MoE, local governments and communities were involved from the beginning. This means that instead of donors having to overcome difficulties of communication and consensus at the local level, it will be the role of the MoE with its existing national structure which will liaise at the community level.

5.2.4 Performance Outcomes of Bilateral Aid

This study has confirmed that bilateral aid programs targeting primary education in Zambia have so far not performed exceptionally well, despite aid organisations having clearly set objectives, elaborate planning processes and multiple implementation arrangements in the primary education sector in Zambia. One could argue that if the aid programs had performed as expected, primary education in Zambia would be sustainable, would have facilitated local input and would be available nationally. However this has not been the case and the three performance criteria that have been considered in this study (sustainability, local facilitation and extent of coverage) have not all been satisfied by the bilateral organisations.

5.2.4.1 Sustainability

JICA, CIDA, and USAID have been involved in primary education in Zambia for less than five years, the other seven bilateral aid organisations have been working in the sector for more than ten years. The case studies have catalogued some of the programs that these organisations have supported and it is very clear that the aid programs have not been sustainable, have not facilitated local participation or even achieved national coverage. This is despite the length of time and amount of funding and expertise that donors have so far contributed.

Therefore, without being over critical of the programs of the bilateral aid organisations in primary education, their performance outcomes have aimed at having national coverage. Although they have demonstrated set objectives and planning arrangements and a national focus, they did not meet the other two key elements of facilitating local participation during the planning process and hence allowing ownership to enable sustainability of the programs in the long term.

However, one bilateral organisation that has developed a result-oriented framework is USAID. In 1998, USAID considered assisting Zambia in primary education, and at that time the organisation had no clearly defined objectives or plans for primary education. However, by January 2000 USAID had drafted a result-oriented framework for developing strategic objectives for primary education in Zambia (see Figure 4.1 page 95). This framework has been used to assist USAID achieve some intermediate results in primary education, which were to: 1) improve participation of girls and other vulnerable children; 2) improve school-based health and nutrition interventions to support pupils learning; and 3) improve information for education decision-making processes. Each of these intermediary results was developed from activities which are practical and relate to grass roots issues directly affecting the development of primary education sector in Zambia.

One organisation that has shown sustainable performance outcomes is Irish Aid in their work in Northern Province of Zambia. Although Irish Aid has structured objectives and top-down planning processes, they were directly involved in the implementation of their aid programs, whereas all the other bilateral organisations used the Ministry of Education and other agencies to implement their programs. This feature of Irish Aid suggests that when aid organisations are directly involved in the implementation of their programs, the programs are more likely to be successful. Direct

involvement of the aid organisation affects the quality of the aid being provided, as there is less likelihood of loss of control or focus. Control and focus are key elements in ensuring that costs are minimised, as there are few participants in the process.

5.2.4.2 Facilitation

In most bilateral aid programs except for the new Basic Education Sub-Sector Investment (BESSIP), there has been no involvement of the MoE staff in the development of objectives and planning or even in the implementation of programs. Bilateral organisations have set their own objectives, formulated their own plans and have usually set parallel structures to those of the MoE in the distribution of their aid. The Zambia Education Materials Project is a typical example of a project which failed because it did not have the full support of the MoE. The programme did not facilitate the participation of the MoE and when the initial funding finished there were no personnel in the MoE able to run it.

For many years there has been a total absence of the MoE in the development of aid programs funded by bilateral organisations. As a result, many aid programs founded on disparate perceptions of what the needs of the sector are, and these did not normally align with the national policy on education. Objectives based on external assessments of a situation have invariably meant periods of restructuring and changes in direction. This top-down planning has not allowed for local input at the initial stages of programs, which has also often led to resistance and sometimes rejection from local education officers who were unable to identify with the objectives of projects.

5.2.4.3 Extent of Coverage

The large projects sponsored by this group of aid organisations often met difficulties in achieving performance outcomes with specified time frames. This is illustrated by the FINNIDA nation-wide Practical Subject Programme which aimed at developing practical skills at the primary school level. The scale of the project did not consider the local capacity to sustain the program in terms staff across the entire country. SIDA for example sought national coverage within their Zambia Education Materials Project (ZEMP). This project, which was supported by other Nordic countries, was not successful due to poor co-ordination and the difficulties in managing a national project with very little involvement of the MoE. A better approach to seeking extended coverage of programs is to allocate each donor to a particular province. Each

donor could then co-ordinate its project area more effectively and the local MoE officials would have had a better understanding of the one donor in that area instead of dealing with many different donors all working on the same project. All bilateral donors except Irish Aid and USAID have focused on specific provinces.

5.3 Multilateral Organisations

This section discusses how multilateral organisations have performed in relation to the four constructs: setting objectives, Planning Process for the aid, and implementation of aid and performance outcomes of the aid. The discussion will be based on Table 5.0, which has given the summary of the case study findings by group, and where multilateral organisations have been classified under group B.

5.3.1 Objective Setting

It is evident from Table 5.0, that half of the multilateral organisations could be described as having applied structured objectives. However, three of the six case organisations, namely ADB, EU and OPEC have applied semi-structured objectives. The other three UNESCO, UNICEF and World Bank, who had been working in primary education sector for longer periods. For example the World Bank has been involved in this area since the mid 1970s.

The main objectives of both UNICEF and UNESCO have been to concentrate in equity and support for girls' education. They have both been involved in the Program of Action on Girl's Education (PAGE), mainly in the Eastern Province of Zambia. Both organisations have very clearly stated objectives which are evaluated through the collection of data. It is interesting to note that the objective setting approaches of this group tend to focus more on global issues of development policy. For example, the World Bank's primary concern as a financial institution has always been in developing common standards or strategies for managing aid programs across developing countries. This maybe due to these organisations being directly involved in financial markets and foreign debt management in developing countries in general. However, these global objectives tend to accommodate local perspectives in the long run.

5.3.2 Planning Process

All the multilateral aid organisations considered in this study used a top-down planning mode, (see Table 4.0) managed from a central office, with regional and international control. This means that most of the planning for the aid programs has been done from either the regional or international offices. This arrangement brings its own complexities, for example, all World Bank programs in Zambia have to be approved by the World Bank Board of Directors in Washington D.C.

Like in the case of the World Bank these organisations are given a budget to respond to for local demands, this means that they still have to submit reports to justify how the budget was used. So very often changes at the local level are not addressed in time or may be marginalised and or even ignored. Thus, the formal procedures of top-down administration, ie, reporting and evaluation, do not allow the real issues and needs of local communities to be highlighted. A typical example such as the need to seek head office approval was the introduction of the BESSIP approach which took over one year to receive endorsement from the World Bank as the application had to be approved by its Board of Directors. As a global financing institution, the World Bank may find it difficult to fully consider any mode of planning other than top down as it has set guidelines and procedures which it has to follow.

5.3.3 Implementation Channels

In general this group of aid organisations employed multiple channels for their implementation of aid programs which included the Ministry of Education. The ADB also used the micro-projects units which operated through local, community-based organisations. The EU, apart from using the MoE, has implemented aid through Non-Government Organisations (NGOs). UNICEF and UNESCO also used NGOs.

Among this group organisations, the EU is unique in that it is the only organisation that has technical experts based within the MoE under the Zambia Education Capacity Building (ZECAB) program, and who work side by side with the MoE staff. The tasks carried out at the MoE include developing planning and research capabilities, implementing the management of information systems and building finance monitoring systems.

The secondment of staff to the MoE does mean however that most of the funding is used up in the salaries of the experts instead of going to projects and has been criticised by other aid commentators in the past. This implementation arrangement is not supported in current Zambian Government policy.

5.3.4 Performance Outcomes of Multilateral Aid

The emerging pattern in the performance of the multilateral aid organisations in the study is that they all have an extensive national coverage. This means they are in the whole country, since they tend to work very closely with the Ministry of Education. Overall the following are the findings:

5.3.4.1 Sustainability

UNICEF, UNESCO, ADB, EU and OPEC have developed a strategy of adopting counterpart staff where local staff are employed to work under an expatriate. In some of these organisations, Zambians are working side by side with the experts. These local staff have not been initially involved in the setting of objectives and planning the aid. Their contribution is local knowledge and labour. Since they do not have the clear understanding of the objective of the project, they tend to be frustrated as they feel that the aid organisation's experts working with them are using them.

All multilateral organisations in the study had their own agendas. The World Bank has been the most criticised for trying to provide the same solution for all developing countries. As a Bank, its interests in developing primary education in poorer nations has been questioned since as a Bank, it is in the business of making money from the loan repayments. The same argument can be directed to the African Development Bank, which has been assisting in the Zambia Education Rehabilitation Programme (ZERP). However, the ZERP is still in process and it may be too early to judge its performance outcomes as being sustainable.

In order to ensure long term sustainability the ZERP, ADB and OPEC have encouraged the use of local building materials and have built simple structures to a standard. These ensure affordable and ease maintenance. ADB and OPEC have also encouraged the participation of local contractors except where a tender requires an international competitive bidding process. As this consideration to use local material has just been adopted it is too early to judge the sustainability of these programs.

5.3.4.2 Facilitation

Another performance criteria is the degree to which organisations have facilitated local involvement and learning and hence the smooth handing over of the projects. UNICEF and UNESCO have been working under the MoE and have facilitated involvement and learning with seminars, and short training courses for both community groups and staff. In the case of the ADB and OPEC there are no experts from head office in Zambia. All the staff are Zambian officers seconded from the MoE and this arrangement ensures that at the end of the programs there are locals to take over.

In the case of the EU and the World Bank there is a tendency to hire experts who work as short-term consultants. This approach does ignite some resentment from the local staff as there are huge salary disparities between local and expatriate staff and consultants. In addition local staff, feel that they are being used by the experts especially when the expert is not fully knowledgeable about the local working environment.

Among the multilateral organisations, OPEC and ADB have facilitated the most involvement with local people as they have appointed local managers from the beginning of their projects. By allowing the Ministry of Education to second its staff to OPEC and ADB ties are strengthened with the MoE which ensures a long-term partnership.

5.3.4.3 Extent of Coverage

All six multilateral organisations in this case have established programs across Zambia. However, their offices are usually based in Lusaka, the capital of Zambia. However, since they all work with the MoE their presence is to some extent represented through out the established MoE structure. But one could still argue that, if they were present in the rural areas or the local towns where their programs were being implemented, a more significant contribution to the programs could be made. Supervision by way of intermittent field trips tends to create an arms-length relationship and the projects being monitored tend to prepare for such visits and a program may be seen to be working when in fact there are problems. Another observation is that when it comes to evaluating a project, the same local representatives are asked to conduct the evaluation which does not allow for critical evaluation or effective feed back.

5.4 Non Government Organisations (NGOs)

This section discusses the findings on non-government organisations in relation to the four research constructs which were objectives setting, Planning Process for the aid, implementation channels of the aid and performance outcomes of the aid. The discussion is based on Table 5.0 on page 173, which has given the summary of case study findings by group, where NGOs have been classified under the group C.

5.4.1 Objective Setting

Of the six non-government organisations included in this study two had unstructured objectives and four had semi-structured objectives. ZOCS and ROCS, which are the most recent NGOs, and been established within Zambia, represent those with unstructured objectives. These two organisations were formed and began operating without any documented objectives or plans and these processes were only developed after a year of operation and even now they are still driven by responding to the particular needs of the community where they are working.

The other four organisations are Oxfam, CARE Zambia, ZCCF and World Vision which fall in the category of semi-structure objectives. This means that they have defined some general objectives which are very broad and not specific. Although these organisations are aware of corporate objectives for example those of World Vision International, or Care International or Oxfam International, they choose not to define objectives for the local operations offices.

The study found that these organisations had more flexibility in responding to the community needs and they allowed the community to participate in setting the objectives in their primary education programs. Objective setting at community level has its own disadvantages. It can be time consuming and frustrating as local participation may need more time to develop understanding and to reach consensus. This is because the organisation has to build up trust in the community and because local people may not have the level of education to contribute or even know what the organisation can do for them. It is even more challenging for these organisations if they are working in remote parts of the country where people are pre-occupied with survival on a daily basis.

In most cases the NGOs approach the community through the chief or the village headman. Initial contact is followed by discussions to establish the needs of a particular village. This could be anything from a hammer mill to a clinic or a school. Following the discussion, the community may state what they want the NGO to undertake. As in most cases, the NGOs are funded through either bilateral, multilateral or the community groups and being accountable to these funding bodies can be a challenge with establishing firm objectives. In most cases, NGOs use the end result as a way of reporting back on their performance. A typical example is ZOCS, a Zambian based NGO, which conducts tours of its schools for all the organisations that provide its funding. However, this arrangement can only be practical if the projects are within accessible locations. Where they are more remote areas evaluating the project becomes a major cost.

A common characteristic of NGOs in this study is that they work very closely with the community and also recruited the teachers for their schools from the community. One concern that is common to all the aid organisations is that they target the vulnerable in society.

5.4.2 Planning Process

All the six NGOs, which included Oxfam, ZCCF, World Vision, ZOCS, ROCS and CARE Zambia used a bottom-up approach in their planning as they all involved the community as part of the planning team. These organisations presented a unique approach in terms of planning their support in primary education. They have planning processes which allow them to involve communities. For example ZCCF has designed the Project Management Entity (PME). This tool is used for collecting data from the community, and allows ZCCF to establish the priority areas for the community.

CARE Zambia has also worked very closely with the community in the early stages of planning its assistance in primary education. They allow the community to be in partnership from the start, and their work has a large component of local community input. Community schools, for example, use church buildings that have been built with the community's own resources. The teachers have all been from community and selected by the community committees. ZOCS and ROCS were formed by individuals within the community, in response to the problem of the children loitering in the

compound. This reactive response has characterised the organisation's planning arrangements, as they allow the community to be at the centre of their planning process.

5.4.3 Implementation Channels

All the NGOs in this study implement their own aid programs. However, World Vision does not run the schools in the community. When a school is completed, it is handed over to the Ministry of Education (MoE). This is different from the other NGOs which had established or built schools and run them themselves. However, they have still have to liaise with the MoE in order to operate within government standards. In some cases the MoE have seconded staff to these community schools to train the teachers who normally have no teaching skills, except when retired teachers have been recruited.

As indicated in the objective setting section above, these NGOs allow the community to play a significant role in the whole process of implementing aid. In most cases, the community is the source of labour, local building material, and manpower to build the schools and when the schools are built, they are run by Parent Teacher Associations (PTA) or committees in partnership with the respective NGO. Therefore, all NGOs in this study can be classified as having single channel implementation arrangement. Even World Vision has a single channel implementation while the aid programme running and once finished it hands over the schools to the local communities.

Own channel aid implementation has some advantages and these include maintaining of control. The involvement of other organisations as in a multiple or single (other) channel approach, brings increased costs, the loss of focus and control, and evaluation processes will be subject to bias. However, biased evaluation can occur whenever the same organisation implementing the aid is asked to evaluate or prepare the project evaluation report. For example, in the case of DFID, the British Council was the agent that implemented the AIEMS programme and they also participated in the evaluation process of that program. It was in the interests of the British Council to positively evaluate the programme in order to secure their contract. But arguments supporting an independent organisation evaluating the British Council did not stop the independent evaluating organisation from using data provided by the British Council as

they are the ones that have the records. Since the data used is from British Council it will show that the project has been a success.

5.4.4 Performance Outcomes

The study has revealed that, considering the amount of input in terms of resources, the NGOs have made a more significant impact in supporting primary education in Zambia. All of the six NGOs studied sustainable performance outcomes. Performance outcomes for the NGOs were analysed as follows:

5.4.4.1 Sustainability

NGO programs in primary education are likely to be sustained because they are developed with full participation of the community. Not only does the community get involved in the planning stage, they are also involved in selecting teachers, appointing head teachers and providing labour for building the schools. This involvement of the community from the beginning ensures the development of trust and partnership with the NGOs.

For example, in order to ensure sustainability, ZCCF develops the school to a point where it starts to operate as an independent NGO itself. This means that the school will have the ability to resource any future funding directly from other aid organisations or even to run some funding raising activities such as a piggery, or raising poultry for sale. ROCS, for example, have developed production units at their schools in the Eastern Province and these are used for raising funds to run the school.

5.4.4.2 Facilitation

The NGOs that were considered in the study ensured local facilitation by involving the community from the beginning of the project to the final running of the school. ZOCS, for example allows the community to participate in the selection of the school, teachers' appointments, student enrolments and the managing of the school. When a school has to be built, the site is chosen by the community, the building contract is given to local contractors, and building materials are supplied through local community suppliers.

World Vision, CARE Zambia, ZCCF and Oxfam initiate similar facilitation to that of ZOCS and ROCS, except, when it comes to buying building materials they use a

competitive tender bidding process. But they must use reputable private sector companies to supply building material to ensure accountability and efficiency. During a visit to one of the building sites where ZOCS was building a school, a community supplier had just delivered some building sand and when the project manager came to the site 8 tonnes had been delivered instead of 10 tonnes. However, the community supplier had no means of measuring the amount and such problems are common among community based suppliers.

Furthermore, the window frames and doorframes had at this same site, different sizes and this meant that the builder had to adjust each space to fit the different size windows. When the ZOCS building manager was asked as to why they should use unreliable contractors, the feeling was that local community benefited as the money would be circulated within the community. The ZOCS case demonstrated an extreme end of facilitating for the community through empowering local participation.

5.4.4.3 Extent of Coverage

Most of the work undertaken through NGOs was mainly concentrated in specific parts of the country. As they normally do not have extensive resources, NGOs do not seek to achieve national coverage. For example, ZOCS is only found in Lusaka and in specific townships, ROCS has schools in Lusaka and Eastern Province. World Vision is mainly in the Lusaka Province, Southern and Eastern Province. ZCCF has concentrated its efforts in the Western Province and Lusaka. Oxfam has concentrated its efforts in the Copperbelt and North-Western Province.

5.5 Conclusion

This research had the primary objective of studying aid administration by donor organizations in Zambia's primary education sector. The study used four constructs in assessing how the performance outcomes of international aid programs were influenced or not influenced. These constructs were assessed in a total of twenty-two cases including ten bilateral, six multilateral and six non-governmental organizations for a number of organizations working in Zambia.

After a detailed critical analysis, it was found that the majority of non-governmental organizations performed better than the other two groups. This was

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After a detailed critical analysis, it was found that the majority of non-governmental organizations performed better than the other two groups. This was

despite the fact that the NGOs had less formal administrative structures and procedures. It appears that the relatively better performance of this group was due to their close interaction with the local communities and their use of grass root approaches to project development and management.

Bilateral and multilateral organisations were found to generally adopt structured set objectives, top-down planning processes and worked with multiple channels of implementation, which tended to discourage effective participation of local personnel. Although in almost all cases, the Zambia Ministry of Education was involved in the implementation these organisations' programs, the Ministry's contribution in terms of over all control of outcomes and subsequent management of project initiatives was found to be poor. This resulted generally in low level of sustainability achieved with most programs funded by these organisations.

5.5.1 Implications for Policy

Although this study did not look directly at the implications for policy, the introduction of the BESSIP program is a clear indication of a shift in both the donors' and the Ministry's policy directions. The donors have shifted from an interventionist approach to a partnership arrangement where MoE has been allowed to take a leading role for all programs in the primary education sector. In view of this development, the MoE has embarked on a restructuring so that it has the capacity to generate confidence among the donors. The other major policy shift was the introduction of a "Basket Funding" arrangement. This arrangement allows all donors to fund all the primary education programs through a common basket with the MoE deciding the priorities for funding.

The basket funding policy has received mixed reaction from the donors, as some are willing to put their funds into the basket and others are still concerned with the MoE's capacity to handle this arrangement.

5.5.2 Future Research Directions

Aid administration, as opposed to broad descriptions of problems and issues in donor assisted educational programs must receive more focus in future research. It is important for future further studies in the Zambian primary education sector to examine

national strategies for ensuring that objectives of donor programs match the real needs of local communities. Another interesting area for further study is the process of building the local capacity for managing aid programs during and after the project periods. From this study, it is clear that without critical attention to the facilitation of local agencies through effective training schemes in program management, very little progress will be made at ground level using donor assistance.

The management of donor assistance through a nationally coordinated framework such as the Basic Education Sub-Sector Investment Programme (BESSIP) is an important strategy that needs further research and development. The BESSIP idea is particularly interesting since it represents an approach for ensuring local ownership of aid agendas and for ensuring the sustainability of programs.

The BESSIP approach should benefit from studies that look at possible scenarios of implementation and how the potential issues that may arise should be dealt with within national education policy in the future.

In conclusion, this study has illustrated the multi-faceted strategies and issues involved in the management of aid programs in Zambia's primary education sector. While a great deal of the work continues to be done to improve the sector in terms of student intake, quality of education delivery, infrastructure and logistics for the delivery of education such as the involvement of local communities, much more needs to be achieved. The participation of donor institutions in the Zambia's education remains critical. However, it is clear that more focus on policy, involving a better-defined framework and procedures is needed. The Zambian MoE must also become more proactive with the implementation of the programs such as Basic Education Sub-Sector Investment Program (BESSIP) approach as quickly as practicable.

The development of the result-oriented framework by USAID confirms the findings of this study, as it supports the view that aid administration should be outcome driven rather than process driven. The study has confirmed that both bilateral and multilateral organisations spend more time in developing the processes of aid administration than on what should be achieved in the field. Non-government organisations on the other hand, have performed very satisfactorily compared to their level of contribution, because they spend less time on developing the processes and more time on responding to needs of the communities.

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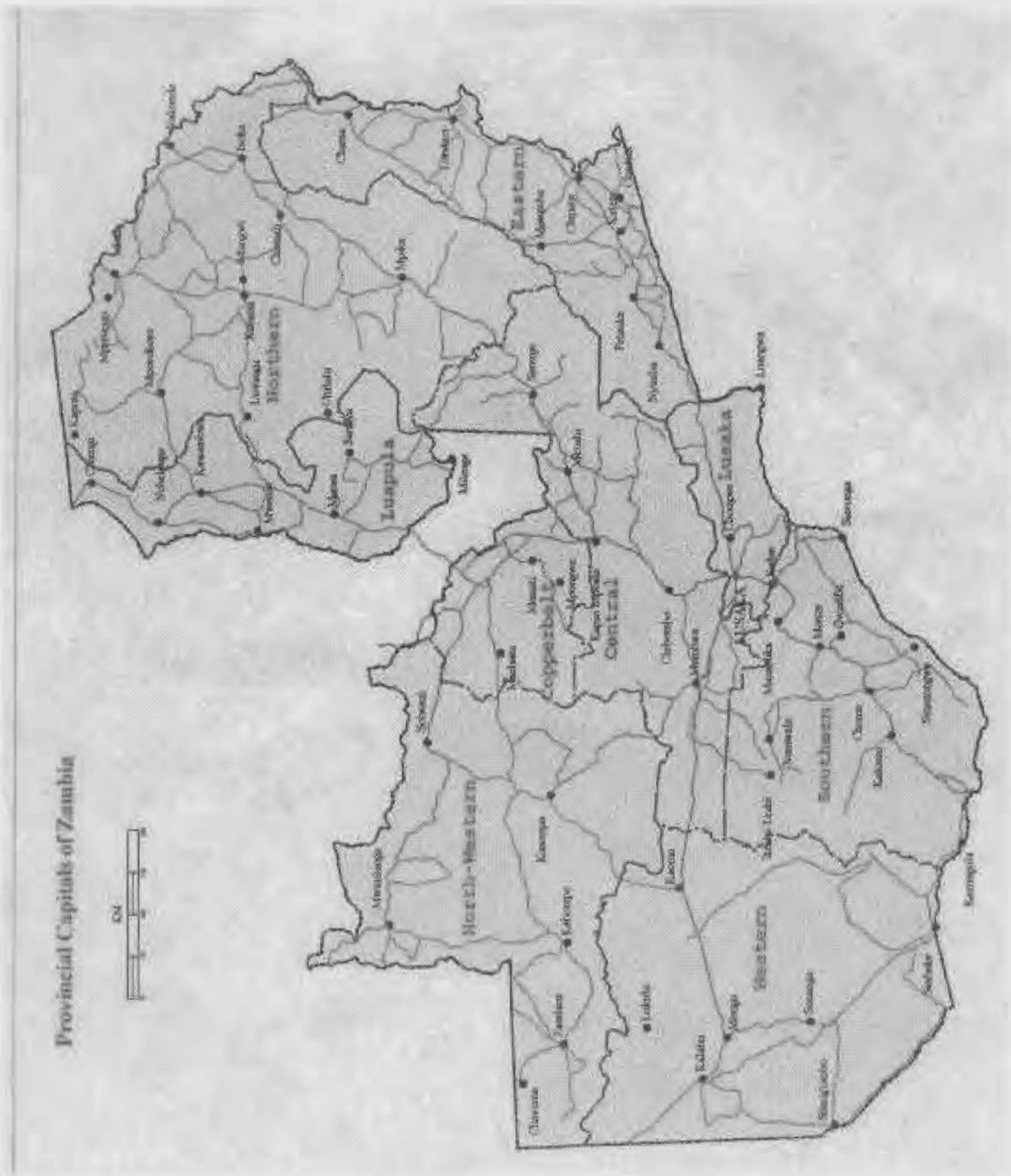
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APPENDIX 1

PROVINCIAL CAPITALS OF ZAMBIA – MAP



APPENDIX 2

ZOCS INTERVIEW

F3 I am Sister Marian Leaf and I am the Project Coordinator for a NGO called "Zambian Open Community Schools" which refer as ZOCS.

Patrick When did your organisation begin its programs in primary education in Zambia?

F3 Our very first school was in 1992 and it started in a compound in Misisi compound, with 50 girls and it was a response to children out of school and girls who had never been to school and these children were being noticed by some of the sisters and some of the people in the area so they went out and organised the parents and found that the parents were interested in getting their children educated but because they couldn't afford the fees for government school the children were being left behind so that with our first school in 1992 and from then more and more children came when they saw that this little class being organised every day, more and more people sent their children and then word spread from compound to compound so we now have 21 schools in our NGO.

Patrick Why did you consider primary education as an area to get involved in?

F3 I think because education is the key for development and it is the hope, we say that education is the hope for the future and these children who have no access to the formal system of education because of poverty, because of their circumstances, they live a life without hope, they see no way of moving beyond their circumstances or whatever. So we find primary education not only is the key to development but it is the hope for these children that they can see something brighter in their future.

Patrick What are some of the difficulties your organisation has experienced since it started?

F3 Some of the difficulties I think is funding. Trying to maintain a program of this type because our children come from the very poorest of families, we target the most vulnerable, we cannot rely on user fees to sustain the operating costs of our schools. So we do try to source money from the embassies or from businesses or from concerned individuals so that would be one of the struggles that we have is to sustain the operating costs of the school even though community schools technically are a bit cheaper than a formal school, the government school, education does cost money. And when you deal with the poor you can't pass that cost on to the families. So one of the other things we're trying to do besides using poor donor money is to develop the community. ZOCS has made a

conscious decision that we would try to move toward sustainability through community development and not through charging fees and to try to raise money that way. So we've been involved in the program with our parent committee members throughout last year, this year, we'll extend to the next couple of years to build their capacity to manage the schools and move into income generating projects that hopefully will help sustain the schools.

Patrick Have some of these problems been eliminated? If so, how, and if not, what has been the major stumbling block.

F3 I don't think they, they are still with us. I think they are just ongoing, continual problems to have the sustained schools and we're working at it. I think it's community involvement and community participation and to develop a sense of ownership at the local level and that is one of the struggles too because ZOCS, we did receive a lot of funding to begin these schools and to operate them. So now we're trying to develop the sense of ownership at the local level, build the foundation from the local level, not the top down, but the bottom up. And we've been doing that, been building permanent structures, the community and the parents are actually building their own school structures and we're building their capacity as we're developing leadership skills and all these types of skills at the local level. They are developing a bit. But it is a slow process because our target group we're dealing with are very poor and so it's a slow process.

Patrick How does your organisation evaluate your programs or have you done some sort of evaluation?

F3 We haven't don't a system wide evaluation. We've talked about it with the Advisory Board. We've investigated how to go about doing that. We are connected with an organisation called ABSO which is a volunteer organisation and also VSO which is a volunteer organisation because we do have volunteers working in the program to build are capacity and ABSO I think has a project where they will send a professional expert out for three months, to do something like that, to come and help us evaluate. So it's kind of in the works, we're moving towards that. We do have people come into the program all the time, the donors come in and see what's happening. We are working on standardised testing so we can see if the pupils are learning because that is one of the basic things, are the pupils learning and so we're developing those standardised tests and we don't have them for community schools. One of the, we do look for indicators and one of the indicators would be good enrolment, good attendance. We do have some children who sit the grade seven national exam and last year we had 60 sit and 40 of those children are now in government schools, they passed and went on to government schools. So some of those indicators are saying to us, yes children are actually learning.

- Patrick Can you discuss your relationship with the staff at the Ministry of Education, Commission, Development Planning or other government and donor agencies.
- F3 I'll start with the donor agencies first. I think we have good relationships with the donor agencies. We have 10 or 11 major donors that are supporting this project, different activities of the project. We have teacher in services, we have community development, we have building projects, we have programs for the students. We have many different donors and I think our relationship is good and I think they see us and we feel they see us because they give us money as a credible NGO and as an NGO of integrity. We place a lot of value on transparent and credible financial management. We're very strong in that if we get money for something we use for that and we can account for it and we can show it and we're proud of the activities that we are doing. So I think our relationship with donors is very good. With the Ministry, last year the Ministry signed a Memorandum of Understanding with community schools. There is an umbrella body in Zambia, a Secretariat for all community schools. We just have 21 in our NGO but there is close to 250 community schools in Zambia. So the Secretariat is the umbrella body and they are the ones that really interface with the Ministry at that level. However as an individual NGO we do get a lot of support from CDC which is Curriculum Development and we've gotten a lot of books and teaching materials from them. We've also used their staff for facilitators for some of our in services. We have monthly in services with our teachers. We also are connecting with the Action to Improve Mathematics English and Science (AIMES) Centre which is a resource centre. We are using their personnel again for our in services and trying to build the capacity of our teachers. In community schools most of our teachers are untrained and so we spend a lot of time trying to build capacity and our competency level. The Ministry has given a focal point person to five of the provinces here in Zambia and that person is a Ministry person who looks after community schools, that's their job. Lusaka has one, so that person sits on our Advisory Board of ZOCS so there is a close relationship there. We attend different meetings that the Ministry have. I should say one more thing. Two years ago we had someone, one of our educational advisors we seconded from the Ministry. So the Ministry allowed him to come in to our meetings for two years and to build the base of our teachers with getting the in service program up and running and helping devise testing tools and things like that.
- Patrick When does your organisation anticipate completion of its aid program or is it just going to be ongoing?
- F3 I think the need for community schools will always be there and so ZOCS wants to make sure that there is a community school always there for these children. So I think in that sense it will be ongoing. I think right now we're trying to shift in our own organisation from a very centralised office here that kind of manages everything and gets money for everybody and all that and to shift some of that responsibility to the

local level to build their capacity, empower them to manage their schools and to help financially contribute. We're hoping that in the next 3 to 5 years with some of the programs we have in place, with some of the activities that we're moving towards, that many of our schools will be less dependent on ZOCS and this will mean we will have built the capacity. But whenever donors have said to us, and it's one of our bigger donors, he said "if you're dealing with the poor you will always be there with the pennies, you will never be 100% sustainable. But we are shifting to make it more of a partnership rather than ZOCS doing it for the people.

Patrick In your program what do you think are the weaknesses and what weaknesses do you think pull you down?

F3 I think one of the weaknesses that I've seen in the program right now, and we're trying to work through that, is ZOCS grew very quickly. We went from one school and at one point we had 24 schools within a matter of a couple of years with a very loose coordination, very informal and we just grew very, very quickly and now at this point since 1997, one we've said no more expansion, but we then have the infrastructure to support the program of this kind. There is no policy documents, there is no ways to track data and to track the kids, everything was a bit loose. So over the past year or two we've done a lot to try to formalise the program, make it professional and to put in the (tape 1 ends here).

Tape 2 begins:

The office capacity was very small. In 1997 we had 24 schools in January of 97, we had 24 by that time. We had one coordinator and a part time secretary, that was it. By the end of 97 we had a staff of 8, that's how fast we've grown. So a lot of the work that last year or two has been putting in the infrastructure, the teacher in services, training for parent committee members, a better system of tracking and getting data bases going, doing policies and guidelines and all that. So we've been going through that, but that was a big weakness. We grew, it wasn't a planned growth, it was kind of like uncontrolled. And it was in response to, we were very demand driven for sure.

Patrick What would you say is your main strength now that you are up and running?

F3 I think we have good people in the office. I think the personnel, we have a very committed staff and I say that with our teachers, we have a very committed group of teachers. We have about 103 teachers in this program that for the most part I'd say they are good teachers.

Patrick What do you think really motivates them?

F3 I think because they see the struggles of the children and they see the struggles of the families and our teachers come right from the communities where the children are. Government schools you are moved here and there but our teachers are part and parcel from the compound.

So there is a commitment there. I think there is a commitment from the teachers because they see that ZOCS is doing the best we can to give quality education and that means putting a lot of emphasis on teachers. If you want good work with the children you have to you know, so we have an upgrading for teachers who did not have a any qualification or Certificate, we're putting them back to school. In services, they get books and materials and supplies and I think they see that there is credibility in the program. They know money comes into the program and they can see tangible things at the school level, where that money is going to. And we have a building program now, so I think that's part of it, I think their own desire to work with them and be part of the program

Patrick Can you just give me briefly on your policies, what do you have in your policies, now that you say you've developed some policies.

F3 Primary education. I think our policy is we deal with like our target group, that we maintain a target group and that we maintain our missions so some of our policies are around who can get into our schools and documentation. If a child comes in that doesn't meet our criteria there's got to be a very well documented reason why they are in the school. We have policies regarding teacher benefits and the quality of teacher and what we expect from teachers. It's much more organised or professional now. There are so many different policies governing so many different aspects of the program. I think one of the main things we are looking at now is the community participation aspect of it and we started out with 24 schools, our peak was 24, we're down to 21, and those schools, one of the schools we withdraw from because of the lack of parents' involvement and there was some mismanagement of some money so we pulled, and it could not be resolved. We try to resolve it but we withdrew from that school. The other two schools, it was a dual reason with lack of participation but they were also way up in the eastern province and we could only make it up there once a year to visit the school so we felt even the distance and lack of communication that we could not be accountable to those schools, that we could not monitor those schools effectively. And then the problems, the straw that broke the camel's back was the lack of participation and the lack of the parents, we said we can't continue like this, we will source money but we can't support a school financially when there is nothing coming from them. So I think that's a shift from us, that we're putting demands and expectations, that it has to be a two way street.

Patrick Thankyou very much for allowing me to interview you. I might be meeting you again in the near future. I will keep you informed about my findings.

F3 OK, I would appreciate that, to see the report.

Patrick Thanks very much.

APPENDIX 3

OPEC INTERVIEW

- M12 My name is Richard Makayi. I work for the **Zambian Education Project** which is the Ministry of Education. In the **Zambian Education Projects** there are a number of projects funded by various funding agencies. We're working for, we are the project coordinator appointed by the **OPEC Fund**. This project, the main objective is to upgrade primary schools **Zambia**. Currently we have 59 schools which are in the provinces. urban is excluded.
- Patrick So your focus is mainly rural.
- M12 Basically rural yes. Because rural has not received any funding in terms of upgrading the schools as to the same. They were built nearly 20 years ago, there has been upgrading.
- Patrick When did this program start?
- M12 It started in 1996, preliminaries started way back in the 1994
- Patrick From your understanding, why do you think **OPEC** should consider primary education as an area to get involved in?
- M12 Well it's the, basically **OPEC** is the funding agency but the cause is actually from the **Zambian Government** because the policy now is to have education for all, that is policy. Government has put in a deliberate move towards more schools throughout the whole nation The policy is to have a school in every five kilometre radius. The Government has been back to the program to upgrade all and construct new where there is nothing. Already here at **ZEPIU** we have two projects running. We have one for the **ADB** which is upgrading the same primary schools, and this one **OPEC's** 59, but Government itself is already having a program to upgrade the remaining which is under the **BESIP**.
- Patrick Now, what are some of the difficulties you have experienced with this program, let's just talk about the **OPEC** findings.
- M12 A number of difficulties have been experienced. Initially there was the problem of we would find because the design on the program was that the **OPEC** pays directly for everything. Money for operation which is a local fund was fixed at \$5,000, that was not sufficient considering the proportion of the project. Some of the major earlier problems have been in the implementation process the project itself is community based. The people where the schools are located are supposed to contribute. They

only contribute about 25% of the project cost. Each community has their own activities, you find during certain seasons they are committed to the farming so you won't find people coming to the project mostly in November. During that time their contribution goes a little bit down as a result the project suffers in terms of labour and local materials. The other problem basically has been a raise in the paying suppliers, this problem has since been solved. So far this year we have not had, the revolving fund has been declining, they have solved this problem because now the fund has been increased from \$5,000 to \$ 100,000 [a very big increase – Patrick] so the operation is now moving smoothly.

Patrick The issue of community participation, how are you intending to solve that problem?

M12 We have actually solved that, been solving that through phasing the work on sites. We know now, certain seasons, we intensify during certain periods, like when we know that they have harvested starting from say April up to the time before they start going back into their fields, that's the time we make sure, make full use of their communities. Because when we know when it's farming time there is very little we can do about it.

Patrick How does your organisation, this is OPEC we are talking about, evaluate the program?

M12 Evaluation is basically in two ways. So one is by the Ministries concerned for the project, the Ministry of Education, the Ministry of Finance. They send their own teams in the field. The most effective, or the one that is recommended by OPEC is through consultants. Since the project started we have only had one mid term evaluation, there is another evaluation coming, but we've only had one mid term evaluation which was done about three years ago. There is another one coming.

Patrick Is it possible to have a copy of that

M12 Yes it is

Patrick How is your working relationship, as OPEC, how is your working relationship with the Ministry of Education, Ministry of Finance, other Government agencies and donors in general?

M12 In general we have a very good relationship. In fact like the Ministry of Education they are the owners of this project because they are education so they have a lot of interest and are important. With the Ministry of Finance they are the funding agents of the local company which is the counterpart funding. They are the people in the projects that have a lot of interest also and they make sure that they monitor how the money is used from time to time. We also report to them. The agencies help us a lot we attend their workshops together, they like us, we also invite them so we have a lot in common.

- Patrick Is there an anticipation of OPEC to complete the program in primary education or is it an essential program?
- M12 So far indications are that they have to upgrade the schools until they are able to meet the basic education. Meanwhile it will go on until these schools that we are working on up to upper basic education which is grade nine. There has been also willingness by the same OPEC to assist in funding the construction of the high schools for girls which are, even the Government has emphasised that the girl child has been neglected in the past so now they give assistance from the OPEC side to assist in funding schools, so high schools for girls, so already submissions have been made. OPEC has accepted to fund.
- Patrick Do you have any comments on the appropriateness or suitability of your primary education programs? Would you have done other things if, suppose you had the liberty with the money Is what you are doing what is really essential for the country as OPEC?
- M12 This is the best for this funding from OPEC because this money was put in other sectors impact might not be as much as the children's education policy. The training in education now mainly The children are in the long run you are actually educating the people This has been the best choice for funding.
- Patrick You might have answered, but I just want you to recollect it again, how has your organisation ensured community participation in the programs? Can you explain the process and how it's implementation.
- M12 In terms of, in planning, the community has been incorporated in the project. In planning we allocate the budgets for each school mentioned or set aside a certain percentage in terms of cost, but the community should be able to contribute materials at a local level. To ensure that the task meant for community . at each of the schools , We have made it known to them that the schools that we are putting up are actually their schools for the benefit of their own children and the school sensitization.
- Patrick What do you think are the weaknesses of your problem in general?
- M12 There really is only one I would say. Community participation would not be as efficient or easy as the other forms of implementation because they are not contractual, you can't push people so much, there is a limit that of course you can push the community to participate. Otherwise that could be one of the weaknesses, where it's contractual, they need to keep up to date or they are not paid, but this one, and as a result the speed at which they perform somewhat slows down. You can't say we are finishing within, you can plan to say we're finishing within two years, but in the long run you may not finish within that period because of ...

- Patrick What do you think are the strengths of your program?
- M12 One of the strengths of the program is that with so little money you are able to do so the costs are absorbed. Within the 5 million US dollar we are able to upgrade the 59 schools, whereas if this same amount was used for commissioned projects, over there are maybe 5 schools, dwindles output, we are able to move with so little money because of community participation. There's community there. They move bricks, they move a lot of bricks and that's their main contribution
- Patrick That cuts your costs.
- M12 Yes. That's one of the ways they are being built with little money.
- Patrick What issues do you think your primary education program in Zambia?
- M12 The fact that when we leave here, a lot of community Government because sometimes when you're planning you set aside a certain percentage, maybe as Government counterpart funding to give because of the state of the economy and as a country so sometimes you need to manage with the. Government.
- Patrick What policy framework influences OPEC in delivering aid for primary education?
- M12 OPEC has a framework. Also in business, the investing, if you approach the bank, invest and they expect some profit out of the money. While the conditions are met and our terms are good.
- Patrick How do you compare your program to other aid agencies ?
- M12 When we approve a project you can negotiate for a future changes. There is flexibility within the OPEC program and therefore other donor you can't go outside those conditions. Sometimes they cancel the program or project but in OPEC program there is a lot of flexibility.
- Patrick Suppose you had an opportunity to meet other agencies that are working in primary education, what questions would you raise with them?
- M12 Because of the knowledge that I have on the OPEC program it's, I would probably ask comparative questions to see efforts of implementation and in terms of how much they are spending on maybe similar projects like ours
- Patrick So you can compare notes.
- M12 Yes. Those that are doing similar projects, see if we are doing the same or maybe our's is better or we can learn from them.

- Patrick With the coming of the BESIP program, how do you deal with the issues of attitudes, accountability and control in the proposed BESIP funding as OPEC?
- M12 Unfortunately or fortunately I do not know, OPEC is not part of a basket, you know is not in the basket funding, so the Government did not, it's like they have left the OPEC project to run alongside, but performing the same, otherwise it would running so far, unless the Government changes, but so far it's running on its town but parallel to the Ministry, though it's part of BESIP, I mean in general terms, if the exercise are the same.
- Patrick But the funding I think
- M12 Is separate, it's not part of the basket.
- Patrick From your experience, I'm sure you have worked in the Ministry of Education before you, just from your own experience – how do you compare with other aid organisations, your relationship with the Ministry, talking about OPEC now, talking about in general, if you were to rate all the aid organisations working in the primary education sector which one would you suggest is better and why?
- M12 Among donors or funding agencies, I've seen is that some agencies have their own representatives within the country and have to send their own financial managers to control their own funds. Managers for projects being employed by the funding agencies and their efficiencies. Some are efficient at the Ministry, like for example the OPEC one, where implementation of projects is actually by Zambian from the Ministry itself, for the Project Management Committee Unit. What they do is depending on the Zambian Commission. In terms of comparison we consider some donors are more rigid. Or even if they are giving a loan or aid they want to manage that aid themselves, but I think for OPEC it is different. I don't know because some aid may be, some secondment of their own people. I think some of the money is somehow paid to the same officers, some of this, even if it's a loan, but some of this is going back through the officers who are seconded. It seems like the OPEC the money comes to Zambia and it is not like some of it is going back through their own staff. Some others, there is a bit of loss on the Zambian Government side. Some of that money which is still part of the loan is going back
- Patrick And we are paying interest
- M12 Yes, we are paying interest. In Zambia

- Patrick So there is no OPEC official. You are the project managers
- M12 So far no, because OPEC they have their own consultants which, yes we have UNESCO consultants who they send from time to time
- Patrick Mr Makayi I am very thankful for giving me this interview and I will definitely keep you informed of my findings

APPENDIX 4

NORAD INTERVIEW

- F20 I'm Evelyn Marrie am the Second Secretary Education at the Norwegian Embassy.
- Patrick Would you tell me when Norad started working in the area of primary education in Zambia.
- F20 Well that's a difficult question because Norad has been in Zambia for a long time. For many years educational intervention has been through NGOs, and kind of non holistic activities because all kinds of projects have had any kind of education activity. But now we starting supporting the subsector education, BESIP, and before that from 1997/98 we had a pre BESIP support mainly aiming at making the planning of BESIP possible.
- Patrick Why do you think Norad has considered primary education as an area to get involved in?
- F20 I am not too sure the exact formulations in our documents because then I have to go back to the documents to be specific, but of course education is seen as means of developing society as a whole and of course then education has to be seen together with support of other sectors, for instance Health. So we have the social sector as a whole for development purposes. But according to Norwegian Policy education is a priority support area in different, in more countries than Zambia. But we consider Zambia a very much priority country for support in education.
- Patrick What has been some of the difficulties that Norad has found in dealing with the, delivering this assistance in primary education in particular?
- F20 We haven't had particular difficulties, except for difficulties that are always met when you do development work in a systemic perspective. Because there are all sorts of areas within the sector program that have to be attended to and of course then you have to involve many departments, several Ministries, several levels in the system and I think that if you consider challenges I would rather say in some instances because development of institutional, institutional development and capacity building. Those two areas are critical.
- Patrick In recognising those areas, what is Norad doing to try and deal with those problems or eliminate them?
- F20 First I would say a challenge for Norad or Norway is to work together

with other donors. Because we're trying to relieve the Zambian Government and the Ministry of dealing with 100 donors, so we're trying to go together to develop the sector as a whole. And then of course following that kind of process and planning that kind of process, we have to take part in different forum and as BESIP is concerned we have different competence within the program where some of the components attend more to institutional development than others. And capacity building, so it's a matter of having a holistic approach to the sector and try to cover different areas within the sector. Therefore we have decided to go in for basket funding and then we have to rely on the Ministry's plans and budgets. So our challenge has been to ask them questions to see if certain activities and strategies are in place for improving institutions at all levels for to enable implementation of the activities which will change the everyday life of the child. I mean that's the aim. So it's a matter of trying to secure that right institutions are in place, the capacity is in place and then of course capacity building programs we will support. But by supporting with a basket we have to rely on plans from the Ministry and of course take part in the BESIP structure, management structure to decide on the proposals coming from the Ministry on these things. And then of course monitor and evaluate afterwards according to the common structures for the program. And it's a fairly new approach. It's a development approach both for Norway and for Zambia and for other donors.

Patrick I believe the concept has sort of failed deliver, say when you look at the agriculture data and the health data, the concept of sector approach has failed to deliver results. How are we making sure that this won't be another trial?

F20 It's a good question because it's very difficult as far as learning and teaching is concerned and implementing different activities in the system. But it's a matter of learning I guess from other sector development exercises, and those that can learn is the Ministry itself and no other people can do the work for them, they have to do it themselves and what donors can do is to be a kind of support pressure group. As I said, asking the right questions, ask for report, ask for results, and then time will tell if we succeed. But the biggest challenge as I say is to manage the decentralisation process, the process which is going on in other countries and will take many years, and that the funding goes through the channels and that all kinds of financial management systems are transparent as to the laid down procedures. So it's, the children and their learning is the main goal. I think this system development is very important and of course the immediate results, you can't measure at once. You can of course measure if that kind of management and institution are in place within that certain timeframe. And a very critical issue has been financial management. So we have been struggling together with the Ministry these days to put in place some immediate activities to strengthen the financial management otherwise we can't disperse any money. And that's been a big process in developing these structures and of course by semi annual reviews, joint reviews between the donors and the Ministry, we

are able to know if certain activities are in place. But at the very end of the program you have to measure whether children have learned something or how many of them are in school. That's possible to measure. And of course enrolment is one of the main goals, but also the learning quality, learning outcomes.

Patrick How do you foresee primary education as being critical in the economic growth of Zambia? The situation Zambia is in now.

F20 I would consider primary education as a very, very basic step towards development. But of course another question is when the child is educated at that stage, how would the child manage to get on. How is the system built up for them to go on and when they have managed that second stage, has society any, can they give them more, and it's also always a question, if you look after your village what do you want and what can the society offer. But at least primary education up to seven years old should be a human right for everybody. Not only for development but for the future

Patrick You have indicated that the donors have realised that they are working together now. Generally, how has that been, the working relationship between yourself as Norad and the other donors and the Ministry and Ministry officials in the Government? How has the relationship been so far?

F20 I would say that the relationship has been very good. It has been an open relationship and that means that difficulties which have arisen, it has been possible to discuss it. There has been difficulties of course. And it has been necessary for the Ministers and the Ambassadors to meet at the high level to sort out things. But on the whole I will say it has been a very good process and the donors have managed to work together in a better way than before, coordinate themselves and that also includes the World Bank.

Patrick Does Norad anticipate completing these programs or is this going to be an ongoing process?

F20 Well there are being developed now a new country strategy for Zambia. Of course we have been working on country strategy planning ahead for seven years but it has not been ended yet, but there is more concrete plans are in medium term to teaching support to the basic education subsector program with about 150 million Norwegian currency or more for this three year period. But I think that we are, our intention is to support BESIP for many years ahead. If our core conditions for supporting family as a whole are there.

Patrick How has your organisation ensured that there is community participation in your program, in the primary process as well as in the implementation process?

- F20 Well again that's part of our communication with the Ministry of Education. We would never approve plans which does not take care of the community level. And this means to find a good strategy for implementing the decenralization process and also except, or in addition to BESIP, we are supporting a lot of NGOs working at the community level. When you say community schools we think of community schools as the community schools movement and this adapted activity for out of school children or, as kind of additional.
- Patrick Given them skills, survival skills.
- F20 Yes, so that's part of the sector program.
- Patrick What do you thing are some of the weaknesses with your programs? Where do you think you could have done more?
- F20 Well I'm all the time talking about the support, sector wide approach now and that development work and we haven't really evaluated what's going on so it's hard to say but I would think that we will be able to together with other donors to see the weaknesses of the whole system. I mean you can't really improve the local level if the system does not work. So there are a variety of competencies that have to be, we have to be aware of. So I can't really point to special weaknesses but of course donor coordination is one area that ... because to coordinate reporting teams and coordinating disbursements and the goals. But I think the critical, there is a recipient orientation from Norway's side so it very much depends on Zambia itself, how they manage to take the responsibility and take the lead of the development.
- Patrick So it's not really a laid back approach but it's a supportive approach.
- F20 It's a supportive approach I would say. And of course the education sector support is also tied the more overall demand of development of democracy, conformance, you know all the good governance factors or issues being there to make a good society and a good system.
- Patrick What would you identify as a major strength in your program as Norad, what's your strength in your program?
- F20 If you are thinking of the way we think or the policy or strategy or values behind the program, I would say that it is the equity dimension that we would like to support education for all, for everybody, and especially the most vulnerable children and that means rural girl/girl child and special intervention has been supported on that.
- Patrick Have you sort of held back your resources unless maybe Government moves in support of this girl child program? Have you had that situation in your approving program? If the program doesn't cover equity would you hold your funds?

- F20 Yes we would claim that equity and those indications part of the program, yes. But we haven't had that difficulty because we have the support of UNICEF Program Advancing Girl Education (PAGE) program and this is not yet integrated fully in the BESIP, but that's one of our conditionalities that it will be. And also we have supported, when we support BESIP and there are equity gender components, several vulnerable groups will be covered within that component.
- Patrick What would you think would threaten your programs in Zambia? What issues would sort of threaten your program?
- F20 It could be political issues. And as I mentioned before linked to lack of good governance because this is our overall aim for development and it could be that the implementation organisation which is the Ministry of Education, if they do not fulfil their responsibilities according to the program or the plans that would be approved but, and signed.
- Patrick In terms of, what policy framework guides Norad to delivery primary education in Zambia?
- F20 There is a policy framework of course from Norway's side. Having education as a priority, development tools for countries in general and of course it's part in poverty which is the ultimate goal and then education is seen as one of the main areas trying to fight poverty but of course also see together with the development of civil society and with governance and all these goals still have to be together so it's a kind of comprehensive policy or strategy wanted from Norway's side. But being, our policy has changed in a way over the years so that the recipient country's policy is also very important. So as long as the policies fit into each other and they can be discussed to prove we both, be a mixture of both policies, integration of both country's policies. There are certain conditions that Norad would like to see integrated and these are the equity questions and of course gender is one of them, sustainability and as I mentioned before transparency and good governance in general, also in the education sector.
- Patrick Have you had any exposure to Norad's programs outside Zambia in the same area?
- F20 Yes, in Uganda.
- Patrick How do you compare the successes or failures of your program in Zambia to Uganda so far?
- F20 Our involvement in Zambia is, has been more thorough. In Uganda we are still considering a sector support, but my experience is that policy levels in Uganda is more advanced and coordinated at the kind of basis support developing sector program than in Zambia. And of course in both countries there is a HIV Aids problem making it difficult to have continuity and the right doctor for the number of actives in the system.

We also have sector programs, or developing sector programs in Tanzania and I think, yes Tanzania, but as the process is concerned I would say the Zambian process to be very good. And then a process, then I mean the corporations between the donors and the donors and the Ministry of Education.

Patrick Would it be a political climate or would it be an economic climate, would it be in culture, where would you pin your understand on?

F20 I think it's mainly the political climate. Because the cultural dimension is, as far as I can judge, more or less similar in the three countries in the way that you have [gender issues] yes and you also have this multi culture in a way, even if you are Zambian, I mean there are many groupings, tribes and groupings and cultural practices and so on but I think the political climate is very very important for development.

Patrick If you had a chance to ask other donors in the aid activities for primary education, what questions would you raise with them, especially in view of the BESIP program now. I am sure there are many questions that need to be answered in terms of other aid organisations.

F20 Our opinion is that some aid organisations should stop having their own individual processes with the Ministry of Education and stop doing projects in their individual ways. They should all work together to make the Government policy work. Of course there is room for everybody in a country like this. You need the NGOs, you need all kinds of agencies but for instance the Ministry of Education uses a lot of time just receiving delegations, arranging meetings, attending conferences and I'd like to show you something. So I would ask other aid agencies to coordinate themselves and try to work unitedly towards the other countries' Ministries. So I think there's a culture on the donors' side that has to be changed to relieve the efforts in the country, or the partner country of a big burden.

Patrick In trying to listen to all of them.
Thankyou very much for the interview. I really appreciate it. And if you have any other documents like this which you think might help me understand this activity, I would appreciate that.

F20 Of course I have a lot of documents, it depends on what you want.

Patrick It's mainly evaluations on the programs that you've been involved in and the Norad working paper, or contribution to BESIP.

F20 You see we haven't got that far because in our procedure in Norway we are trying now to make a common approach with other donors to this sector program so we have of course, we have an appraisal report that's joint between the donors and we have the pre-appraisal report which is also joint, and that's new, we have a joint one. So of course that you could get, and then we have some documents as well, internal process,

but there's also the document from the World Bank which we [I think I have this one]. You have this one. I don't know what's good for you from Norway's side it might be this appraisal document perhaps.

Patrick Yes the appraisal would help. And anything that shows that on PAGE program, any report that you have done.

F20 Yes we had a review of the page program quite recently in December 1998.

Patrick Yes that would help.

APPENDIX 5

NUD*IST RETREIVAL REPORTS

Q.S.R. NUD.IST Power version, revision 4.0.
Licensee: Edith Cowan University.

PROJECT: Thesis, User Patrick Nkhoma, 8:38 am, Dec 3, 1999.

+++++ ON- LINE DOCUMENT: ZECAB-McCormack-tape10

+++ Document Header:

*M22

*Male

*European Union

*Multilateral Aid Organisation

+++ Retrieval for this document: 98 units out of 98, = 100%

++ Text units 1-98:

*Patrick: Please introduce yourself

M22: My name is McCormack.

I am program manager of ZECAB.

ZECAB is the Zambia Education Capacity Building Program, which is the program funded under the European Development Fund, under the eighth European Development Fund for the Republic of Zambia.

It's a five-year program of interventions in education and training.

*Patrick: When did this program start?

M22: Base 1998, November.

*Patrick: Is this program enhancing primary education in any way?

M22: Yes.

Some components of it, but it's not specific in targeting primary education.

*Patrick: So which areas are you addressing the issue on primary education?

M22: There are three components, which address primary education.

1) A planning component whereby we have planning advisers placed in the Ministry of Education and the Ministry of Science and Technology.

One planning adviser is working in the finance area; he's a financial planning adviser, works very much in relation to BESIP, which is Basic education Sub-sector Investment Program.

The second planning adviser is an educationist, also works very actively on a number of committees in the planning component.

2) The second component related to primary education is one whereby we provide a bursary scheme for almost 20,000 students over the lifetime of ZECAB to enable vulnerable children to gain access to primary education.

3) Currently we have a project which funds the building of community schools, 25-30 community schools, which will have, direct impacts on primary education.

*Patrick: Since you started these three components, what are some of the major difficulties that you have experienced?

M22: We haven't experienced major difficulties.

ZECAB is a young program started in November last year, so we're just eight of nine months in existence and much of that time has been spent in setting up the program management unit, logistics, and hiring Government staff and purchasing equipment.

We have not experienced major difficulties yet.

*Patrick: How are you intending to evaluate your performance in these three major components?

M22: Well in line with our European Development Fund projects, we would be evaluated mid way; it would be an extensive evaluation of the program to ensure that we're meeting objectives and to identify difficulties at that stage.

So a major evaluation after year 2000.

*Patrick: From your own understanding, how do you see primary education as being critical to the economic growth of Zambia?

STARTED
1998

AREAS IN
P. E.

0 - Planning Advisors

- Bursary Scheme
20,000 primary
School children
targeted.

- Build Community
Schools 25-30
Schools.

Difficulties

20 New Program
only 9 months

21 Old. no major
22 difficulties yet

23 EVALUATIONS.

- Meeting Objectives
- Identify problem
24 areas.
25

M22: Well, in a number of ways, I think, It's generally well recognised that the human resource base of the country is enhanced considerably by a good basic education.

This is recognised at a universal basis.

And the Zambian Government is no exception in trying to achieve the target of universal primary education.

We are making a small contribution and our contribution is targetted mainly at vulnerable people to gain access to primary education.

We are very conscious that it's a small contribution given the size of the problems of disadvantaged etc in Zambia.

*Patrick: How has been your working relationship with the Ministry of Education and other Government setups as well as other donors in your work?

M22: We have so far a very good relationship with the Ministry of Education.

We are housed in offices here at the Ministry of Education.

Although we don't report specifically to that Ministry.

Our reporting arrangement is through a steering committee which is made up of the Permanent Secretaries of four Ministries - Education, Science and Technology, Youth Sport and Community & Development.

That is our working arrangement and it hasn't presented any difficulties so far.

*Patrick: When does your organisation anticipate completing its programs that you are involved in, the three components?

Skipped.
M22: The three components, the planning component will be completed in three years, in 1998.

The community school project will also be completed within three years.

But the bursary scheme would run for the entire life of ZECAB - 5 years.

*Patrick: How has your organisation ensured that the program that you are involved in will be sustained in the future when you stop?

M22: Sustainability is a difficult issue, particularly in some of the components we are dealing with. Take each component.

The planning component sustainability there is arranged through the training of counterparts and building up the capacity, as our name says, building the capacity of the planning units in the various Ministries involved.

So that's where sustainability lies, the success of our ability to pass on skills.

In terms of the other components, community schools, we are providing community schools to communities, to organisations.

The sustainability of those schools is very much a community issue and we can enhance the capacity of the community to sustain them, but in the end it's a matter for these communities.

The bursary scheme, by its very nature, is not sustainable.

It's a kick start mechanism to get a number of children into school.

In the long term it would be up to the Zambian Government to decide whether it continues with the bursary scheme or with some alternative way of financing primary education.

But of its very nature it's donor driven and that's as long as the donors are around.

*Patrick: What would you mention as major threats of your program, the three areas that you are involved in? What is your strength there?

M22: Well, our strength is that we are targetting the less well off in Zambia.

And this has specifically been done in a very deliberate way.

Many other donors involved in this are targetting issues such as increasing the numbers of classrooms, increasing teachers.

We have particularly targetted orphans, and those who cannot afford to get into education.

So I think the strength of our program is that we're focussing on those particular persons.

And it's already attracting an amount of attention with other donors who are anxious to use the same mechanisms as we are using.

*Patrick: What issue do you think will threaten your program in the future? What I am trying to point here, Would your program survive a

NTY P.E.

27 Enhances Human

28 Resource Base

29 Targeted at

30 Vulnerable Children

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WORKING RELATIONSHIPS

32 Housed in the Mo

33 Offices

34 Report to the

35 Steering Committee

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ANTICIPATED

38 COMPLETION

- 3 yrs to 5 years

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SUSTAINABILITY

42 Counter Part

43 Training

44 Building Capacity

45 Passing the Skills

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political change or.

M22: I think they would survive a political change.

It would be very difficult to envisage a political decision, which would be against access for vulnerable people to education.

I can't envisage a situation where any political decision would be made which would reverse those sorts of movements.

*Patrick: What is the policy framework that is influencing your delivering of these programs?

M22: Well, ZECAB is set within a number of policy frameworks.

The policy framework in educating our future here in Zambia is very much set within that and of course I haven't mentioned that, the other components of ZECAB which lie outside basic education, that is vocational training, lies within the development policies in the Ministry of Science and Technology and entrepreneurship training and training for the environment? Sector.

*Patrick: Have you been involved in other parts of Africa in this program?

M22: Yes, I have a long experience in Africa.

I've been in Africa since the late 70s.

Almost 20 years now.

Much of my work has been in Lesotho, And in South Africa after the election I've done some work with the National Training Board and with the Eastern Cape Education Authorities.

*Patrick: How do you compare your experience in those parts of Africa to Zambia? OK you've been here for a couple of months but I think first impressions.

M22: Zambia has particular problems, which are almost unique to it.

It has this growing number of orphans which has to be addressed and which donors are trying to address.

And this is because is peculiar to Zambia I think, in that the numbers are so much larger than in other places.

It also has it's geographic set up is such that many communities, many rural communities are very rural and very remote, difficult to get to. Access to these communities is difficult.

So Zambia is certainly a very different place to work in.

Even though it's ~~not~~ 2 hours flight away from South Africa, it's still a very different country.

*Patrick: If you had a chance to discuss some of the issues with other donors or people who are involved in education, what questions do you think you would raise with them in terms of trying to understand what they're doing?

M22: Well I interact with some of the donors very regularly on the basis of meetings which take place Donors have their own particular agenda.

There is a very common thread running through all the donor agencies programs now and that is an emphasis on basic education.

The donors are quite anxious for the Ministry to get its sector program together and move towards BESIP.

One of the things about ZECAB is of course that they have started before BESIP got going and management unit here we're implementing projects before BESIP actually moves.

Many of the other donors are waiting for BESIP to start and I think their agendas are very much contained within the activities of sector approach.

*Patrick: When you look at the Ministry of Education and the fact that BESIP will be basket funded and the Ministry of Education will have control of what should be done, are we not in a sort of catch 22 situation whereby there is no capacity but there is a program that has to be implemented.

How do you think this will turn out.

Because to me it looks like there's a major problem.

M22: I think in time the donors will put the pressure on to expand the capacity of the management in the Ministry to manage the basket fund, the subsector investment.

The pressure will come on from the people who are providing the money, they will force the issue at some stage.

THESE

Policy:
- within the
MOE policy.

Comparison

- Zambia's orphan
growing population
- scattered rural
population
- difficulty to
access in
distances

QUESTIONS

*Patrick: Capacity building I am sure from your experience is not an issue that you can just switch on and switch off. 90

M22: Overnight certainly, I agree with you. 91

But I think the capacity, the Ministry would have to expand it. 92

Where it comes from, where they get these people, whether they are
Zambians or whether they go into the system advise the appropriate units
of the Ministry. 93

I think that will have to be pushed and tackled and I think the donors
will insist on it. 94

*Patrick: Well Mr McCormack thanks very much for answering some of my
questions. 95

I really appreciate your input and wish you all the best in the program. 96

M22: Thank you very much. 97

I wish you the best. 98

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PROJECT: Thesis, User Patrick Nkhoma, 8:39 am, Dec 3, 1999.

+++++ ON-LINE DOCUMENT: ZOCS-Michael-tape3

+++ Document Header:

*M5
*Male
*Zambia Open Community Schools
*Non Government Organisation

+++ Retrieval for this document: 148 units out of 148, = 100%

++ Text units 1-148:

*Patrick: Please introduce yourself

M5: I'm Michael Owen, I am a VSO volunteer serving in Zambia who started in Zambia working for Zambia Open Community Schools.

*Patrick: From the VSO point of view, when did that organisation start supplying people like you to help with primary education?

M5: Primary education, education as a whole has always been a main focus of VSO.

It's something which they do seem to be good at, in all parts of the world in education.

And VSO has been in operation for 41 years this year.

The exact time when they first got involved in primary education was probably 30 years ago.

I can't be 100% certain on the date but I would imagine it would be about that long.

*Patrick: From your understanding, why do you think VSO and Open Community Schools of Zambia are getting involved in the area of helping primary education.

Why do you think they're doing that?

M5: Primary education is a very basic need for any kind of development.

To give a basic education to children is extremely important.

Any society is not going to be, in a state of development if they fail to develop basic education.

From there obviously there's secondary, technical and university education.

But the primary education works to give people that access as much as any.

Here in Zambia all the newspapers are in English.

You need to speak English or you can't read the newspaper which makes a lot of things quite difficult.

*Patrick: ~~Now, I stayed here for as well as the team of this Community Open Schools in Zambia,~~ what are some of the difficulties you have experienced since you got involved?

M5: The difficulties I've experienced personally are probably related to my part of the program.

I work as a building coordinator for Zambia Open Schools.

A lot of it is to do with transportation materials, supply of materials and actually also obviously check materials, we work hand in hand with the community.

The community provide the labour to build all that, build the schools.

And there are a number of problems with motivation of the community.

Also with, supply of the materials is a great problem because there is a great deal of difficulty with quantities.

Measurements are extremely difficult.

Construction is basically a very very much measurement orientated business.

It needs to comply with budgets so if your supply of materials, you order 10 tonnes of something from somebody and it arrives and you have

absolutely no way to check whether or not what you've got is the 10 tonnes you've actually paid for, or as is often the case possibly as little as a third of what you've actually paid for, and it does make it quite difficult, I mean there is no such thing as a weighbridge or

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Community
Involvement
Community
Participation
Problems
motivating the
Community
- material quantities

anything like that to check what is on.
That a little kind of problem.

*Patrick: On the site?

M5: On the site.

Because a lot of our sites are in compound areas like where you found me.

Consequently they are extremely poor environment and along with poverty theft does tend to run hand in hand with it.

*Patrick: Now, how have you tried or attempted to deal with this problem?

M5: With some of the problems, some things it's simply a case of adhoc situation by ensuring that we have a system to try and check and also, we also have a system whereby we will actually check over several days after somebody's delivered it that they will get paid so there is time enough for somebody to check exactly what has been delivered.

Unfortunately people are often far too happy just to sign a delivery receipt, a thing that says yes I've been delivered something.

They don't actually necessarily read what is it that has been delivered, so they just say 'yes, fine, delivered something' and then sign it.

When it comes back, and on a couple of occasions we've then gone ahead and paid people only to find out that the delivery wasn't actually what it was supposed to be afterwards so now we have a delay which allows us to check.

*Patrick: So you don't pay promptly?

M5: We do pay promptly.

We insist of having sufficient time to be able to check first, to ensure that whatever material has been delivered is actually the correct, or at least somewhere near.

At the end of the day we can only visually check, but it does help.

The knowledge that somebody will check before you are paid goes quite a long way towards ensuring that the deliveries are a lot closer to the expected amount.

*Patrick: Now, in your words, how does this organisation evaluate its programs? How do you know that you are doing well?

M5: With regard to?

*Patrick: The schools that you are building.

M5: The schools that we are building.

Have budgets which we obviously target.

I came and joined this program six months ago.

It is the first year that I have been here as part of the building program.

It's the first year we've had in-house budgets and designs.

It does make things a lot easier because you have all the information to hand to be able to cross check as you proceed with purchases you go actual against budget figures, this type of thing.

So you can see if you're starting to drift off line you can actually see it sometimes before you get to the point where you've ignored that and there's no roof on the school.

With regard to other programs within ZPCS, as far as the pupil's performance is concerned, obviously they sit exams, and tests to see how they compare against Government schools, against other community schools, against other organisations within this region.

The teachers we operate in service training for.

They come either to the office or to another maybe use one of the schools at a time when it's not being used for teaching.

They have in services in new methods in lesson writing, in all kinds of things just to help them improve, so that the teachers are actually improving as time goes on.

*Patrick: How is your working relationship with Ministry of Education, other Government offices, Local Government authorities and other donors that are involved in this area?

M5: Well I think this is not really 100% my area because I don't actually write that much.

Location of
the projects:

- Remote
compounds.
- Theft of
materials

- check delivery

- Less material
delivered.

- No real method
of checking
quantity delivered

- Evaluation.

- Budgets.

- Designs

- ZPCS Program
evaluation
against other
organisations.

- ZPCS offers support
services to its
staff members.

With the donors yes.
Ministry of Education I've had some dealings with them largely only the school building section My personal relationship with virtually all of the people I've come into contact with here has been very good.
There are a lot of different organisations here.
I think we're a fairly close group.
I mean as far as quite a lot goes on as far as sharing of information and this kind of thing.
ZOCS actually invites teachers from other NGOs to attend in service and things that we run for our teachers.
As far as the Ministry of Education, our Education Advisor, Mrs Munkobwe, she has links with people in the Ministry of Education and they I believe also on occasions come to see our schools.
See how our children compare against the Ministry's schools.

*Patrick: Is your organisation at this stage completing its programs or do you think it will be ongoing?

M5: In the inability is the word, very much so.
I'm working so hard and that's part of the reason we're actually putting up school buildings.
A lot of our schools at present are housed in religious buildings with one school or another which as we are a non-denominational organisation, it doesn't really sit that well.
We also, we change, re-carpet and that sort of, taking over in time.
You don't know necessarily, know whether the person coming in is going to be quite happy to share the, to allow the situation to continue.
So as I say sustainability is very much the thing, we are working towards putting in place permanent structures for all of our schools.
Setting up income generation is something else we are working to try to make each one of the schools an autonomous, self sustaining school.
Obviously there will still be guidance needed in the future.
We're trying to get to a point where they actually come up with a cash input to support these schools. it's going to be much more reduced It's not going to be zero, I mean that's a nice thought but it's not going to happen.
We'll try to work as far in that direction as is realistically practical.

*Patrick: What do you think are the weaknesses of this program that you're involved in?

M5: There aren't really too many weaknesses.
There are areas of difficulty but I would say there is no specific weaknesses of the program.
The only actual weakness of the program I would say is probably lack of money.
The simply actually having, not having sufficient in the way of resources to be able to cover all of the things which we would like to be able to cover or maybe to, not having to use the funds to develop things as quickly as we would like to be able to.

*Patrick: What do you think needs to change?

M5: This particular program, I've been involved with for 6 months and I feel very much a part of the program, it is something I can believe in the program because it's very simple in as far as it's aims and conservatism.
And it is heading in a direction which I do believe in.
The fact that we have a lot of community participation in the construction in the running of the schools does help as far as, well if you like the modern term "capacity building" within the community.
As far as it gives people a sense of ownership of their school.
It gives a sense of pride, a sense of identification.
It helps as far as doing links within the community and between one community and another.
As far as the actual education program itself is concerned, any program that gives education to children who otherwise get none has got to be a good thing.
Our education program I believe particularly good It covers the Spark Committee, I don't know if you.
Obviously quite a significant amount of life skills training which with the ever present dangers of HIV Aids and various other complexities here is very important.
Very, very important.

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Collaborates with other NGOs
MoE links with ZOCS.
ZOCS opened in Churches
Sustainability
Weaknesses.
- Funding
- Resources.
Community Participation
- Building Schools
- Running Schools
- Capacity building
- Ownership
- Sense of pride
- Sense of Ownership
- Links Community
- Life Skills.

*Patrick: Is there any policy framework within which your organisation is operating, either this one or VSO or building. 95

M5: VSO is a massive international volunteer agency. 96
It's like a job agency basically. 97
They have policy, their policy is, I think their mission statement is capacity building capability throughout the world. 98
And that basically is what they aim to do. 99

They have, VSO have people involved in the Government sector, in the NGO sector, also in the private sector, they're starting to have some volunteers in that sector. 100

They cover everything. 101

On construction they have other people who are education, medical people, all manner of people. 102

There again is a, certainly angled a lot more towards sustainability now with the use of, what do they call those people, general parks? to be trained by the volunteers during the course of their stay so that once you leave there is still somebody there doing the job. 103

*Patrick: So in your case, you are contact person in this program? 104

M5: Not in this program, no, because this is a finite program, from my part of it. 105
I have a certain number of schools to build and once those schools are built my job is finished. 106

And there is not a necessity for there to be a counter part? I will be doing, in my second year here, some training with the people as far as maintenance is concerned. 107

The maintenance of the schools so that we can, we'll probably be with some members of each of the PTCs from each of the schools. 108

So we would just have group training sessions just on what to look out for, how to go about the basic maintenance just so the schools do remain in good condition. 109

*Patrick: Is this important in this way elsewhere other than Zambia? 110

M5: No. 111

*Patrick: Just Zambia. 112

Is there a way how you compare this program to others you have managed? 113

M5: I couldn't really specify. 114

I've came out of London 6 months ago. 115

I've done odd bits, jobs for small fundraising charity in the UK, that was easy to compare and that kind of thing. 116

Straight fundraising stuff rather than actually being involved in the program. 117

*Patrick: What is it that makes you feel that this program is unique, the one that you are involved in here? 118

M5: I don't think it's unique. 119
I just think it is the best one that is operating around here at the moment. 120

In this particular location, I think this is the, I don't know the history of ZOCS but it has grown quite quickly. 121

There are a lot of people here who work for the program that are very dedicated to it, they are very dedicated to it and I understand. 122

I mean I've worked here only for 6 months and I feel a part of it, I'm really quite dedicated to it. 123

I don't know whether it is that alone. 124

It's also at some point in time somebody did actually sit down and think about it. 125

With a slightly longer term view rather than simply thinking about it from today till tomorrow. 126

And that's an ongoing thing. 127

We have an advisory board who are made up of people from the Ministry of Education. 128

From other NGOs in a similar line of work. 129

People from all sorts of different areas, some supervisors of schools, a collection of interested parties basically. 130

And they meet I think it's once a month. 131

A lot of things as far as the long term policy and that type of thing are discussed in these meetings. 132

VSO Policy

Targeted Achievement

Training the Community.
- In preventative maintenance

Motivation of the Staff at ZOCS.
- Dedicated.

Evaluators.
from i meet once a month
MoE.

NGOs.

Interest Group

Long planning

There is quite something about this program that's one thing which I think this program does have a long term view.

*Patrick: Now Michael if you had a chance to ask the other NGOs that are involved in this education, what questions would you raise with them in terms of what else they are doing and why they are involved in primary education?

M5: It would be interesting to find out if actually what the, you're probably actually asking the wrong person, you'll probably get a much better answer from Sister Marian.

From my point of view I'd be interested to know what their target area was.

What their specific objective were.

Just to try to ensure that everybody is covering an area, we're not overlapping each other, there is not too much concentration of effort going into one specific area.

I mean for instance, we target orphans and girls.

If there is another NGO here who is also targetting orphans and girls, how much capacity do we have between us? Do we have enough to satisfy demand or do we have too much? And the same with other directions.

As far as the targets are concerned, as far as the teachers are concerned also.

I mean, if one organisation has a surplus of one kind of teacher, I think it's networking more than anything else and that is something that is going on more now, amongst the NGOs certainly, people are tending to be more, I wouldn't say like hard and fast links as such, but it's just a cooperative network at the end of the day we're all aiming in the same direction and it's a learning process for everybody.

People coming with various different problems.

I know that they have had quite a lot of visitors either from other people trying to set up community schools where we are because she knows about the schools.

Our program is used by pretty well.

Obviously we're glad to be of as much help as we can be to.

*Patrick: Michael, thanks very much for agreeing to be interviewed in my study and I will definitely keep your organisation informed of my findings.

Good luck in Zambia.

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What Else about other NGOs would you ask?

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- Target Areas

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137- What their objectives

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- Networking among the NGOs.

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- Learning from others, not

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PROJECT: Thesis, User Patrick Nkhoma, 8:32 am, Dec 3, 1999.

+++++ ON-LINE DOCUMENT: Norad-Evelyn-tape9

+++ Document Header:

*F20

*Female

*NORAD

*Bilateral Aid Organisation

+++ Retrieval for this document: 126 units out of 126, = 100%

++ Text units 1-126:

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*Patrick: Please introduce yourself

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F20: I'm Evelyn Marrie I am the Second Secretary Education at the Norwegian Embassy.

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*Patrick: Would you tell me when Norad started working in the area of primary education in Zambia.

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F20: Well that's a difficult question because Norad has been in Zambia for a long time.

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For many years educational intervention has been through NGOs, and kind of non holistic activities because all kinds of projects have had any kind of education activity.

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But now we starting supporting the sub-sector education, BESSIP, and before that from 1997/98 we had a pre BESSIP support mainly aiming at making the planning of BESSIP possible.

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*Patrick: Why do you think Norad has considered primary education as an area to get involved in?

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F20: I am not too sure the exact formulations in our documents because then I have to go back to the documents to be specific, but of course education is seen as means of developing society as a whole and of course then education has to be seen together with support of other sectors, for instance Health.

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So we have the social sector as a whole for development purposes.

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But according to Norwegian Policy education is a priority support area in different, in more countries than Zambia.

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But we consider Zambia a very much priority country for support in education.

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*Patrick: What has been some of the difficulties that Norad has found in dealing with the, delivering this assistance in primary education in particular?

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F20: We haven't had particular difficulties, except for difficulties that are always met when you do development work in a systemic perspective.

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Because there are all sorts of areas within the sector program that have to be attended to and of course then you have to involve many departments, several Ministries, several levels in the system and I think that if you consider challenges I would rather say in some instances because development of institutional, institutional development and capacity building.

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Those two areas are critical.

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*Patrick: In recognising those areas, what is Norad doing to try and deal with those problems or eliminate them?

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F20: First I would say a challenge for Norad or Norway is to work together with other donors.

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Because we're trying to relieve the Zambian Government and the Ministry of dealing with 100 donors, so we're trying to go together to develop the sector as a whole.

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And then of course following that kind of process and planning that kind of process, we have to take part in different forum and as BESSIP is concerned we have different competence within the program where some of the components attend more to institutional development than others.

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And capacity building, so it's a matter of having a holistic approach

Pre-BESSIP Support.

Challenges faced by NORAD.

Donor Coordination why can't other donors deal with handling education.

to the sector and try to cover different areas within the sector.
Therefore we have decided to go in for basket funding and then we have to rely on the Ministry's plans and budgets.

So our challenge has been to ask them questions to see if certain activities and strategies are in place for improving institutions at all levels for to enable implementation of the activities which will change the everyday life of the child.

I mean that's the aim.
So it's a matter of trying to secure that right institutions are in place, the capacity is in place and then of course capacity building programs we will support.

But by supporting with a basket we have to rely on plans from the Ministry and of course take part in the BESSIP structure, management structure to decide on the proposals coming from the Ministry on these things.

And then of course monitor and evaluate afterwards according to the common structures for the program.

And it's a fairly new approach.

It's a development approach both for Norway and for Zambia and for other donors.

*Patrick: I believe the concept has sort of failed deliver, say when you look at the agriculture data and the health data, the concept of sector approach has failed to deliver results.

How are we making sure that this won't be another trial?
F20: It's a good question because it's very difficult as far as learning and teaching is concerned and implementing different activities in the system.

But it's a matter of learning I guess from other sector development exercises, and those that can learn is the Ministry itself and no other people can do the work for them, they have to do it themselves and what donors can do is to be a kind of support pressure group.

As I said, asking the right questions, ask for report, ask for results, and then time will tell if we succeed.

But the biggest challenge as I say is to manage the decentralization process, the process which is going on in other countries and will take many years, and that the funding goes through the channels and that all kinds of financial management systems are transparent as to the laid down procedures. So it's, the children and their learning is the main goal.

I think this system development is very important and of course the immediate results, you can't measure at once.

You can of course measure if that kind of management and institution are in place within that certain timeframe.

And a very critical issue has been financial management.

So we have been struggling together with the Ministry these days to put in place some immediate activities to strengthen the financial management otherwise we can't disperse any money.

And that's been a big process in developing these structures and of course by semi annual reviews, joint reviews between the donors and the Ministry, we are able to know if certain activities are in place.

But at the very end of the program you have to measure whether children have learned something or how many of them are in school.

That's possible to measure.

And of course enrolment is one of the main goals, but also the learning quality, learning outcomes.

*Patrick: How do you foresee primary education as being critical in the economic growth of Zambia? The situation Zambia is in now.

F20: I would consider primary education as a very, very basic step towards development.

But of course another question is when the child is educated at that stage, how would the child manage to get on.

How is the system built up for them to go on and when they have managed that second stage, has society any, can they give them more, and it's also always a question, if you look after your village what do you want and what can the society offer.

But at least primary education up to seven years old should be a human right for everybody.

Not only for development but for the future

*Patrick: You have indicated that the donors have realised that they are working together now.

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Asms

Still not very focused.
Learning Process.

this is a trial and error approach

Accountability through good financial management

Enrolment levels and Learning outcomes

What are the long term objectives
What is society willing to offer other than BESSIP.

Generally, how has that been, the working relationship between yourself as Norad and the other donors and the Ministry and Ministry officials in the Government? How has the relationship been so far?

F20: I would say that the relationship has been very good.

It has been an open relationship and that means that difficulties which have arisen, it has been possible to discuss it.

There has been difficulties of course.

And it has been necessary for the Ministers and the Ambassadors to meet at the high level to sort out things.

But on the whole I will say it has been a very good process and the donors have managed to work together in a better way than before, coordinate themselves and that also includes the World Bank.

*Patrick: Does Norad anticipate completing these programs or is this going to be an ongoing process?

F20: Well there are being developed now a new country strategy for Zambia.

Of course we have been working on country strategy planning ahead for seven years but it has not been ended yet, but there is more concrete plans are in medium term to teaching support to the basic education subsector program with about 150 million Norwegian currency or more for this three year period.

But I think that we are, our intention is to support BESSIP for many years ahead.

If our core conditions for supporting family as a whole are there.

*Patrick: How has your organisation ensured that there is community participation in your program, in the primary process as well as in the implementation process?

F20: Well again that's part of our communication with the Ministry of Education.

We would never approve plans which does not take care of the community level.

And this means to find a good strategy for implementing the decentralization process and also except, or in addition to BESSIP, we are supporting a lot of NGOs working at the community level.

When you say community schools we think of community schools as the community schools movement and this adapted activity for out of school children or, as kind of additional.

*Patrick: Given them skills, survival skills.

F20: Yes, so that's part of the sector program.

*Patrick: What do you think are some of the weaknesses with your programs? Where do you think you could have done more?

F20: Well I'm all the time talking about the support, sector wide approach now and that development work and we haven't really evaluated what's going on so it's hard to say but I would think that we will be able to together with other donors to see the weaknesses of the whole system.

I mean you can't really improve the local level if the system does not work.

So there are a variety of competencies that have to be, we have to be aware of.

So I can't really point to special weaknesses but of course donor coordination is one area that.

Because to coordinate reporting teams and coordinating disbursements and the goals.

But I think the critical, there is a recipient orientation from Norway's side so it very much depends on Zambia itself, how they manage to take the responsibility and take the lead of the development.

*Patrick: So it's not really a laid back approach but it's a supportive approach.

F20: It's a supportive approach I would say.

And of course the education sector support is also tied the more overall demand of development of democracy, conformance, you know all the good governance factors or issues being there to make a good society and a good system.

*Patrick: What would you identify as a major strength in your program as

How NORAD dealt with its
51 difficulties
52 - dialogue
53 - openness.
54
55

long term
58 Planning 7 years
medium term
Planning 3 yrs

59 there is very long
60 term commitment
61

63 operates together
64 Community level

70
71 - Reporting Structure
72 - Disbursement
73 - Goals.

74 Recipient
orientation.
75 leading the donor

76
77 Tied to
- Political environment
- Economic
78 benefits of the
donors.
- Society
- Good System

Norad, what's your strength in your program?

F20: If you are thinking of the way we think or the policy or strategy or values behind the program, I would say that it is the equity dimension that we would like to support education for all, for everybody, and especially the most vulnerable children and that means rural girl/girl child and special intervention has been supported on that.

*Patrick: Have you sort of held back your resources unless maybe Government moves in support of this girl child program? Have you had that situation in your approving program? If the program doesn't cover equity would you hold your funds?

F20: Yes we would claim that equity and those indications part of the program, yes.

But we haven't had that difficulty because we have the support of UNICEF Program Advancing Girl Education (PAGE) program and this is not yet integrated fully in the BESSIP, but that's one of our conditionalities that it will be.

And also we have supported, when we support BESSIP and there are equity gender components, several vulnerable groups will be covered within that component.

*Patrick: What would you think would threaten your programs in Zambia? What issues would sort of threaten your program?

F20: It could be political issues.

And as I mentioned before linked to lack of good governance because this is our overall aim for development and it could be that the implementation organisation which is the Ministry of Education, if they do not fulfil their responsibilities according to the program or the plans that would be approved but, and signed.

*Patrick: In terms of, what policy framework guides Norad to delivery primary education in Zambia?

F20: There is a policy framework of course from Norway's side.

Having education as a priority, development tools for countries in general and of course it's part in poverty which is the ultimate goal and then education is seen as one of the main areas trying to fight poverty but of course also see together with the development of civil society and with governance and all these goals still have to be together so it's a kind of comprehensive policy or strategy wanted from Norway's side.

But being, our policy has changed in a way over the years so that the recipient country's policy is also very important.

So as long as the policies fit into each other and they can be discussed to prove we both, be a mixture of both policies, integration of both country's policies.

There are certain conditions that Norad would like to see integrated and these are the equity questions and of course gender is one of them, sustainability and as I mentioned before transparency and good governance in general, also in the education sector.

*Patrick: Have you had any exposure to Norad's programs outside Zambia in the same area?

F20: Yes, in Uganda.

*Patrick: How do you compare the successes or failures of your program in Zambia to Uganda so far?

F20: Our involvement in Zambia is, has been more thorough.

In Uganda we are still considering a sector support, but my experience is that policy levels in Uganda is more advanced and coordinated at the kind of basis support developing sector program than in Zambia.

And of course in both countries there is a HIV Aids problem making it difficult to have continuity and the right sector for the number of activities in the system.

We also have sector programs, or developing sector programs in Tanzania and I think, yes Tanzania, but as the process is concerned I would say the Zambian process to be very good.

And then a process, then I mean the corporations between the donors and the donors and the Ministry of Education.

*Patrick: Would it be a political climate or would it be an economic

Donor Thinking
Processed ✓

79

Equity

- Rural

- vulnerable

- Girl child

- Rural girls child

Conditionalities

81

PAGE
Program

82

Targeted Aid

within the
Basket funding

84

Threats to
Norad Aid

85

MoE. to follow new
programs as agreed
by Norad.

87

Policy Framework

88

89

Comprehensive

Policy

Rural Shift to
All-weather, Recipient
Governments

91

92

Condition
for Aid

93

94

95

96

Compared to

Other Countries

Donor Goodness

is good in

Zambia

- Zambia is

ahead in BESSIP

into region.

100

101

climate, would it be in culture, where would you pin your understand on? 102

F20: I think it's mainly the political climate. 103

Because the cultural dimension is, as far as I can judge, more or less similar in the three countries in the way that you have [gender issues] yes and you also have this multi culture in a way, even if you are 104

Zambian, I mean there are many groupings, tribes and groupings and cultural practices and so on but I think the political climate is very very important for development. 104

*Patrick: If you had a chance to ask other donors in the aid activities for primary education, what questions would you raise with them, especially in view of the BESSIP program now. 105

I am sure there are many questions that need to be answered in terms of other aid organisations. 106

F20: Our opinion is that some aid organisations should stop having their own individual processes with the Ministry of Education and stop doing projects in their individual ways. 107

They should all work together to make the Government policy work. 108

Of course there is room for everybody in a country like this. 109

You need the NGOs, you need all kinds of agencies but for instance the Ministry of Education uses a lot of time just receiving delegations, arranging meetings, attending conferences and I'd like to show you something. 110

So I would ask other aid agencies to coordinate themselves and try to work unitedly towards the other countries' Ministries. 111

So I think there's a culture on the donors' side that has to be changed to relieve the efforts in the country, or the partner country of a big burden. 112

*Patrick: In trying to listen to all of them. 113

Thankyou very much for the interview. 114

I really appreciate it. 115

And if you have any other documents like this which you think might help me understand this activity, I would appreciate that. 116

F20: Of course I have a lot of documents, it depends on what you want. 117

*Patrick: It's mainly evaluations on the programs that you've been involved in and the Norad working paper, or contribution to BESSIP. 118

F20: You see we haven't got that far because in our procedure in Norway we are trying now to make a common approach with other donors to this sector program so we have of course, we have an appraisal report that's joint between the donors and we have the pre-appraisal report which is also joint, and that's new, we have a joint one. 119

So of course that you could get, and then we have some documents as well, internal process, but there's also the document from the World Bank which we [I think I have this one]. 120

You have this one. 121

I don't know what's good for you from Norway's side it might be this appraisal document perhaps. 122

*Patrick: Yes the appraisal would help. 123

And anything that shows that on PAGE program, any report that you have done. 124

F20: Yes we had a review of the page program quite recently in December 1998. 125

*Patrick: Yes that would help. 126

Political Climate.

Coordinations of the Activities

Time Management MOB.

Donor Culture Change

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