



Memorandum on  
**BUDGET ANALYSIS OF HEADS 80: MINISTRY OF EDUCATION AND 66: MINISTRY OF  
TECHNOLOGY AND SCIENCE.**

Submitted to  
**The National Assembly Committee on Education, Science and Technology**

“A Just Zambian Society Guided by Faith, Where Everyone Enjoys the Fullness of Life

**October 2024**

## Structure of the Submission

This submission is in five parts:

1. Organizational Background
2. An Overview of the 2025 National Budget
3. Analysis of the Head 80: Ministry of Education with Comments and Recommendations
4. Analysis of Heads 66: Ministry of Technology and Science with Comments and Recommendations.
5. Conclusion

### **Note:**

In this analysis, particularly for the education sector, JCTR adjusted the allocations for inflation to reflect the actual increment in real terms.

## Organizational Background

The Jesuit Centre for Theological Reflection (JCTR) a faith-based research, education and advocacy Centre established in 1988. JCTR has continued to work with Government by conducting analysis and research on key social and economic issues affecting our nation. Specifically in the context of National Budgets, we have on various occasions been awarded the opportunity to analyse and input into the budget process. This is because we regard the National Budget as an important economic policy instrument, which has the potential to reduce the incidence of poverty.

JCTR is concerned with equity, social and economic justice to enable Zambia make significant strides where human and pro-poor national development remain key. Specifically, in the context of national development, JCTR has on various occasions been awarded the opportunity to analyse and input towards a number of national matters of interest. This we have done consistently over the years through various interventions. Interventions aimed to contribute to seeing Zambia attain long-term objective of being a prosperous middle-income nation by the year 2030. To enable Zambia, make significant strides where human and pro-poor national development remain key, JCTR recognises that an understanding of emerging issues and translating identified issues into action remains paramount in ensuring development trickles down to the most vulnerable in society.

## Overview of the 2025 National Budget

The Minister of Finance and National Planning Dr. Situmbeko Musokotwane presented to parliament the highly anticipated 2025 National Budget under the theme “**Building Resilience for Inclusive Growth and Improved Livelihoods**”. The minister in his speech acknowledged the severe socio-economic challenges that the country has experienced as result of the drought. As highlighted in the speech, today millions of Zambians face food insecurity, extended hours of load shedding which have affected income generation of many small and medium enterprises who now are unable to provide for their families. It is therefore the hope of JCTR that the policy measures highlighted in the budget will be effective to respond and address the prevailing challenges.

In the proposed 2025 national budget, government proposes to spend K217 billion compared to K177 billion in 2024 presenting a 22% increase in the total budget. However, when we account for the K41.9 billion supplementary budget, the national budget amount has reduced by 0.88%. Of K217 billion proposed for 2025, government plans to raise 80.2% of revenue from domestic sources, or 21.3% of Gross Domestic Product (GDP). The proposed budget for 2025 shows a decrease in the share of GDP from 22% in the 2024 budget to 21.3% representing 0.7% decrease.

### **Analysis of Head 80: Ministry of Education**

Since the United Party for National Development (UPND) assumed power, the education sector has received consideration attention. This includes the introduction of the Free Education Policy, recruitment of over 37,718 teachers (between 2022 and 2024) and the construction of over 1,551 classrooms through the Constituency Development Fund (CDF)<sup>1</sup>. As a result of these interventions, over 2 million<sup>2</sup> children have returned back to school. However, a number of challenges relating to overcrowding in classes and lack of teaching and learning materials in schools have been reported by many stakeholders. This has significantly affected the quality of education.

As part of the 2001 **Dakar Education for All Declaration**, the government of Zambia committed to allocate at least 7% of its Gross Domestic Product (GDP) to the education sector by 2005, rising to 9% by 2010, and allocating a median of 4.2% of GDP to the sector overall. This commitment was made as a reaffirmation by countries to expand learning opportunities for every child, youth and adult. Furthermore, the **Abuja Declaration** urges governments to spend a minimum of 20% of the total budget to the education. Both the Dakar and Abuja declaration deem the stipulated threshold has minimum requirement necessary for ensuring positive gains in human development. In light of this, the UPND-led administration also made a commitment on in their manifesto that they would increase the share of education in the national budget in line with the country's **COMMITMENT** at the international level<sup>2</sup>. Therefore, the UPND led Government should be measured against such commitments.

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<sup>1</sup> President's Speech during the Official Opening of the Fourth Session of the Thirteenth National Assembly

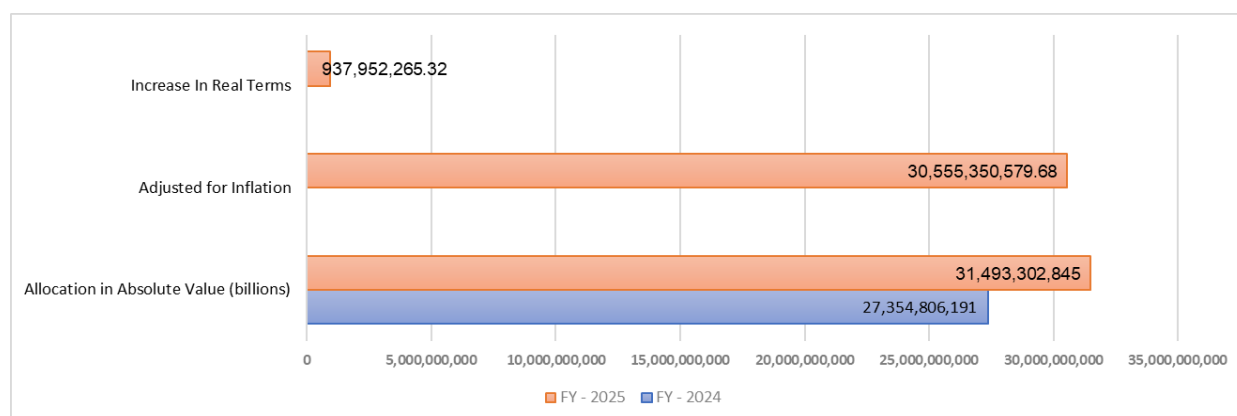
<sup>2</sup> 2025 Budget Speech

In the 2025 national budget, government proposes to spend **K31.5 billion**<sup>3</sup> compared to the **K27.4 billion** that was allocated in the 2024 budget representing a 13% (K4.1 billion) increase. However, when the **K27.4 billion** allocated in 2024 is adjusted for inflation<sup>4</sup>, the amount is equivalent to **K30.6 billion** this year. In real terms, this implies that the 2025 allocation of **K31.5 billion** has only increased by **K938 million** from the 2024 allocation.

Table 1.1: Allocation Adjusted for Inflation

Fiscal Year	Allocation in Absolute Value (billions)	Adjusted for Inflation <sup>5</sup>	Increase In Real Terms
FY - 2024	27,354,806,191		
FY - 2025	31,493,302,845	30,555,350,579.68	<b>937,952,265.32</b>

Figure 1.1: Depicting Allocation Adjusted for Inflation



Source: JCTR Analysis using the 2025 OBB

**Comment and Implication:** It was expected that the increase in enrolment and the implementation of the new curriculum would trigger significant increment in allocation and spending toward education especially. However, this was not the case and this allocation is insufficient to respond to the growing demands required to improve the quality of our education system and if the quality of education is neglected or compromised while enrolment continue to rise, our education system will not be effective to positively contribute to national development.

<sup>3</sup> Excluding the 2024 supplementary budget

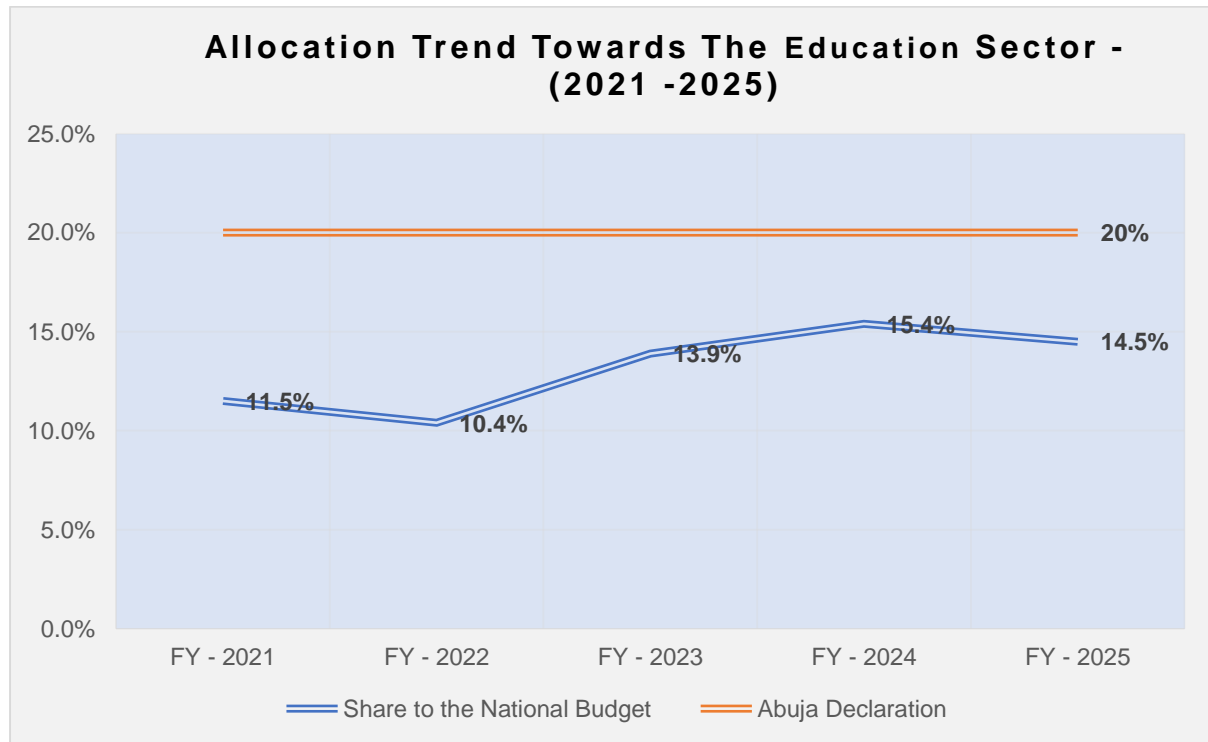
<sup>4</sup> Conversion used Consumer Price Index (CPI) for 2023 and CPI for August 2024

<sup>5</sup> Consumer Price Index (CPI) for 2023 = 418.02, CPI for August 2024 466.94

### Trend Analysis of the Share of Education Sector (2021 – 2025) Vs the Abuja Commitment

The budgetary allocation as percentage of the total budget to the education sector in the 2021–2025 budgets also shows that allocation has remained below the minimum spending requirement of 20%. As shown figure 1.2 below, it can be observed that between 2022 to 2024, allocation in the education was increasing moving from 10.4% in 2022 to 13.9% in 2023 and 15.4% in the 2024 budget. However, in the 2025 proposed national budget, allocation has regressed to 14.5%. Additionally, using the projected nominal GDP provided by the International Monetary Fund (IMF), JCTR observed that government expenditure on education as percentage of GDP stands at 3.8%<sup>6</sup> against the 5% recommended. This decrease implies that the challenges that the 2024 budgetary allocation was unable to resolve would persist even 2025.

Figure 1.2: Budget Allocation Trend Analysis (2021 – 2025) Vs the Abuja Commitment



Source: JCTR Analysis using the 2021-2025 Budget Speeches

#### Comment and Implication:

The 2025 budget does not meet the pledge by government to spend at least 20% of the national budget or 5% of GDP on the education sector. Additionally, the proposed allocations in the

<sup>6</sup> Calculated using the nominal GDP projection provided by the IMF

2025 national budget have failed to progress toward the recommended minimum budgetary allocations. This decrease comes at a crucial moment, particularly in light of the implementation of the free education policy, the growing need to finance the newly developed national curriculum framework and provision of schools grants to all public schools countrywide. all of which requires adequate funding. With all these responsibilities on government, it was expected that the share of the budget to education would considerably rise to adequately fund the implementation of the aforementioned programmes.

The implication of the observed decrease will negatively affect the strides that have been made and by large, this allocation might only manage to maintain the status quo in the education sector.

### **Recommendation**

- Allocation and spending toward the education sector should be progressive in subsequent budgets in order for the country to attain the 20% minimum allocation and expenditure towards education. This will reinforce progress being make and also enable government to spend more resources in improving the **QUALITY** of education services.
- In the implementation of the 2025 Budget, government should ensure timely disbursement of funds for school operations to sustain provision of services.

### **Allocation by Programmes Adjusted for Inflation**

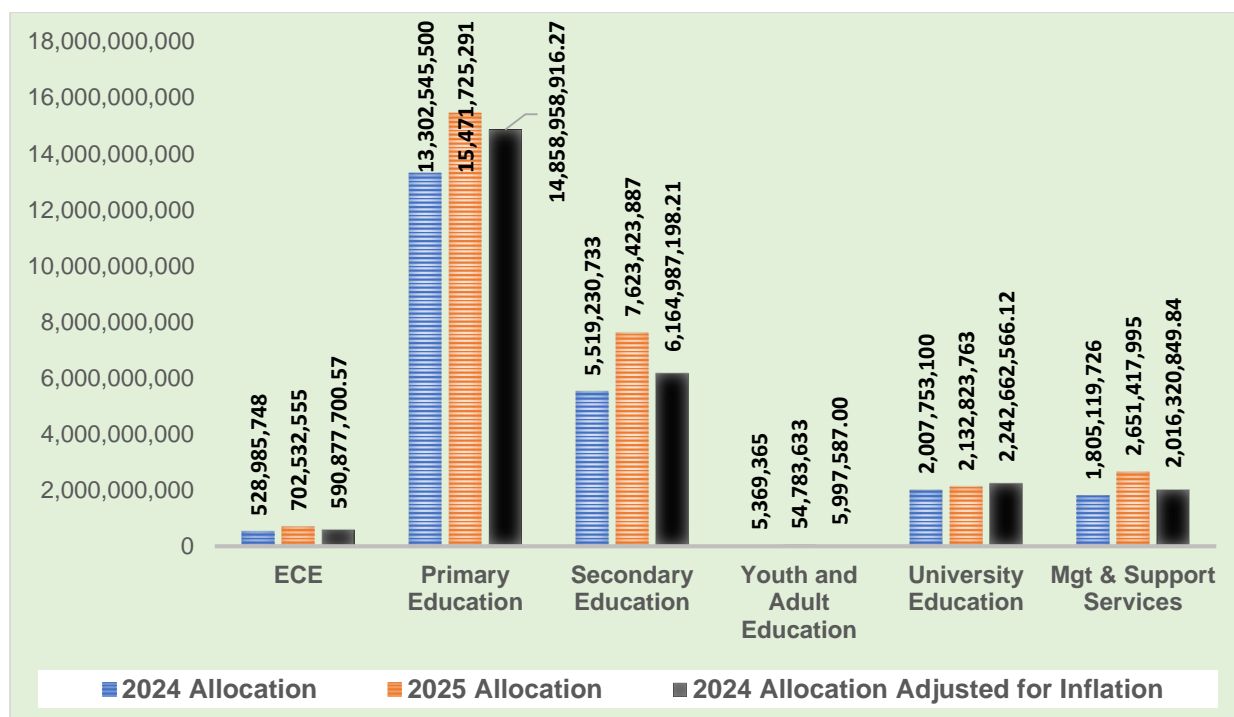
Table 1.2 below compares 2024 and 2025 budgetary allocation. In nominal terms all sub-programmes received an increase however, when the 2024 allocations were adjusted for inflation, it was observed that only secondary education had received a significant allocation while the increase in other programmes was very minimal. In real terms, it was also observed that the 2025 allocation to University Education had reduced.

**Table 2: Education Sector Sub-Programmes Allocations Adjusted for Inflation**

Sub-Programme	2024 Allocation	2025 Allocation	2024 Allocation Adjusted for Inflation	Increase in Real terms
ECE	528,985,748	702,532,555	590,877,700.57	111,654,854.43
Primary Education	13,302,545,500	15,471,725,291	14,858,958,916.27	612,766,374.73
Secondary Education	5,519,230,733	7,623,423,887	6,164,987,198.21	1,458,436,688.79
Youth and Adult Education	5,369,365	54,783,633	5,997,587.00	48,786,046.00
University Education	2,007,753,100	2,132,823,763	2,242,662,566.12	- 109,838,803.12
Mgt & Support Services	1,805,119,726	2,651,417,995	2,016,320,849.84	635,097,145.16

Source: JCTR Analysis using the 2025 OBB

**Figure 2: Graphical Presentation of Allocation by Programme Adjusted for Inflation**



Source: JCTR Analysis using the 2025 OBB



### Programmes with Largest Share of the Total Education Budget

As illustrated in table 3 below, JCTR noted that within the Ministry of Education, three programmes accounted for 87% of the total ministry budget. The three programmes are emoluments accounting for 70.5 percent; infrastructure accounting for 9% and Schools Grants accounting for 9% of the total MOE budget. This leaves only 13% to be shared with other programmes. The summary of the three programmes can be observed in the table below;

Table 3: Programmes with Largest Share of the Total Education Budget

Total Budget to the Education Sector (Billion)	Expenditure with Largest Share of the Budget	Share of the Education Budget (ZMW)	% Share to the MOE Budget
28,636,707,124	Personal Emoluments	20,173,751,211	70.45%
	School Grants	2,252,489,105	7.87%
	Infrastructure (School & University)	2,581,243,469	9.01%
		<b>25,007,483,785</b>	<b>87.33%</b>

Source: JCTR Analysis using the 2025 OBB

**Comment and Recommendation:** Personal emoluments accounting for 70.5% of the total is difficult to adjust considering the required human resource for this ministry. For government to create additional fiscal space to other programmes especially those that relate to provision of school requisites, in subsequent budgets, the government should consider targeting 20% of the national budget toward the Ministry of Education.

### Programme 5501: Early Child Education

Childhood is a critical formative stage that represents the foundation for lifetime behaviour, achievement and wellbeing. Therefore, investment in early childhood development yields a much higher return than investment in any other stage of a child's development, including pre-schooling and other levels of schooling. Research has revealed that children who participate in early childhood programmes are more likely to continue their education than those who have never been to such a programme

**Comment:** An analysis of the budget revealed that allocation towards Early Child Education increased from 2.3% in the 2024 budget to 2.5% as share of MOE budget, the amount also increased in nominal terms by K174 million and K111 million in real terms. Therefore, the increments toward this programme particularly on sub-programme 1001: Early Childhood Education Provision and 3006: Infrastructure Development - is strategic intervention to put in place adequate infrastructure and improve the quality of ECE. This will significantly improve the learning outcomes among learners.

### **Recommendation on Early Child Education**

- Using the allocated funds towards infrastructure, the Ministry of Education through the Directorate of Early Childhood Education should build modern ECE centres that are child-friendly and are equipped with child-friendly learning materials.
- The Ministry of Education should take deliberate effort to evaluate some of the ECE infrastructure projects initiated by Parent Teachers Committee (PTCs) and consider completing such projects.

### **Programme 5502: Primary Education**

As shown in figure 2; in real terms primary education has not received a significant increment when compared to the growing demands in the sectors. The 2 million children that have reported back to school calls for increased spending to meet the growing demand in terms of grants to schools, infrastructure and teaching and learning materials.

In 2023, government had allocated K130.3 million towards infrastructure development however, in the 2024 national budget, government didn't not allocate any funds. In the proposed 2025 budget, K79 million has been allocated toward infrastucture. This level of allocation suggests that government is satisfied with the infrastructure level that is in place under primary education. If this be the case, it is expected that more resources should be channeled towards areas that will significantly improve the quality of education services particularly provision of teaching and learning materials. These two areas have been mostly neglected. This is evident from the findings of national assessment surveys that has reported poor learning outcomes among learners especially at primary level.

### **Comments and Recommendation:**

The 1,551 classrooms built under CDF since 2022 indicates that, in terms of infrastructure, the government appears to be leaning toward CDF for classroom construction. While this is commendable, CDF projects are supposed to reflect and be determined by community members not central government priorities. It is therefore important that the ministry should host adequate resources that responds to infrastructure needs in the ministry. Moreover, it has been reported that primary schools are underfunded compared to secondary schools. It is therefore prudent that government through the 2025 national budget address this issue so that schools can operate effectively.

### **Programme 5503: Secondary Education**

In nominal terms, the budgetary allocation has increased by K2.2 billion and K1.5 billion in real terms (adjusted for inflation). Additionally, JCTR observed that over 50% of the increase has been allocated toward infrastructure development. During the Opening of 13<sup>th</sup> Session of the National Assembly, His Excellence President Hakainde Hichilema reported to the nation that government had completed 151 secondary schools in 2024 while 166 are earmarked for completion in 2025<sup>7</sup>. Therefore the increase in allocation for completion of the remaining schools is a demonstration of government's commitment to narrow the disparity between the number of primary schools which stands at 9,441 against 1,290 secondary schools. JCTR therefore commends government action to build more infrastructure for secondary schools.

### **Recommendation:**

- We recommend government to design disability friendly infrastructure (school) as it embarks on constructing new school infrastructures.
- Government should also take keen interest in quality of education considering the increase in enrolment at all levels of the education system. Hence resources set aside for provision of education services should be disbursed on time.

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<sup>7</sup> Presidential Speech during the Opening of 13<sup>th</sup> Session of the National Assembly

## General Observations and Recommendations

### 1.1: Implementation of the National Education Curriculum Framework

As part of the National Assembly's opening remarks, the President cited the newly developed National Education Curriculum Framework has a curriculum that would promote life-long learning, entrepreneurship, and practical skills required by industry hence making our education curricula more appropriate to the needs of industry and the economy.

**Comment:** JCTR commends government for allocating K150 million toward the implementation of the national education curriculum. This allocation demonstrates government commitment to put in place a new curriculum.

#### **Recommendation:**

- There is need at initial stages (2025) for the Ministry of Education to focus on curriculum content development and production of materials of the new curriculum before the roll-out of the curriculum.
- Additionally, government should intensify efforts to mobilise resources including from cooperating partners to compliment governments' effort to curriculum reforms that aligns with the national education curriculum framework.

### 1.2 Teacher Recruitment Vs High Teacher Attrition Rate

The Ministry of Education projects a regular attrition rate of 5,000 teachers<sup>8</sup>, which is mostly attributable to retirement, resignation, death, and dismissal. The therefore will continue to perpetuates the high teacher ratio especially now with the prevailing high enrolment the country is experiencing. Therefore, the targeted 2000 teachers that government intends to recruit in 2025 will not actually constitute a recruitment; rather, they will be replacing the some of teachers leaving the teaching service. The government should always be deliberate to clearly outline the number of teachers that will be recruited under replacement category.

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<sup>8</sup> Teacher Futures: Global Reaction to Teacher Shortages and Variations in Education Labour - (Australia, the United States of America and Zambia)

**Recommendation:**

- The targeted number of teachers to be recruited should always exceed the estimated number of teachers leaving the teaching service per year.
- In relation to resignations, many factors contribute to this level of attrition in teaching service especially among teachers that are deployed in rural areas, JCTR therefore recommends that government together with unions should evaluate the conditions of service for teachers.

**1.3: School Feeding Programme**

The government's decision to implement the school food program in all 116 districts is commendable. Considering that the programme will be rolled-out to all the 116 districts, the increment in allocation from 503.9 million (K111.7 million<sup>9</sup> and K392.2 million<sup>10</sup>) to K534.4 million representing 6% (K30.5 million) increase is very minimal. This is because the K503.9 million was only covering fewer districts. Therefore, the allocated amount will be inadequate considering the effect of drought that has affected household food security hence not many children will benefit from the programme. Beside this, the number of beneficiaries per district will be limited.

**Recommendations:**

- It is crucial that the government create a targeting criteria and/or mechanisms during this rollout phase so has to focus programme resources to districts most affected, particularly those impacted by the drought.

**Programme 5506: University Education**

Allocation in real terms decreased by K185 million while the nominal increase was K125 million. The priority areas under this programme are University Education Provision and infrastructure. The infrastructure component has only received K300 million which is negligible. However, JCTR therefore expects government to consider the completion of uncompleted hostels in public universities and/ or colleges. This will help in creating a conducive learning environment in higher learning institutions. Additionally, within the

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<sup>9</sup> 2024 Approved Budget

<sup>10</sup> 2024 Supplementary budget

university education sub-programme, JCTR observed allocation toward the Higher Education Loans and Scholarship Board (HELSB) has been maintained at K1.2 billion as was in the 2024 national budget.

It was reported in 2024 by the News Diggers that 4,801 students applied for scholarship from HELSB to pursue their studies at Mulungushi University. However due to budget constraint, HELSB was only able to award scholarships to 1,457 students, leaving out 3,344 students. This reflects the high demand of higher education among youths hence the need for investment toward this programme. The proposed allocation to HELSB is insufficient compared to the demand.

### **Recommendation**

- Usually, resources towards capital projects delay to be disbursed, through this committee, we recommend the Ministry of Finance and National Planning should take deliberate efforts timely disburse resources toward hostel completion.
- Given that the scholarship (loan) is recoverable, it is necessary that government increases both the number of beneficiaries as well as allocation to this sector.

## **Analysis of Heads 66: Ministry of Technology and Science**

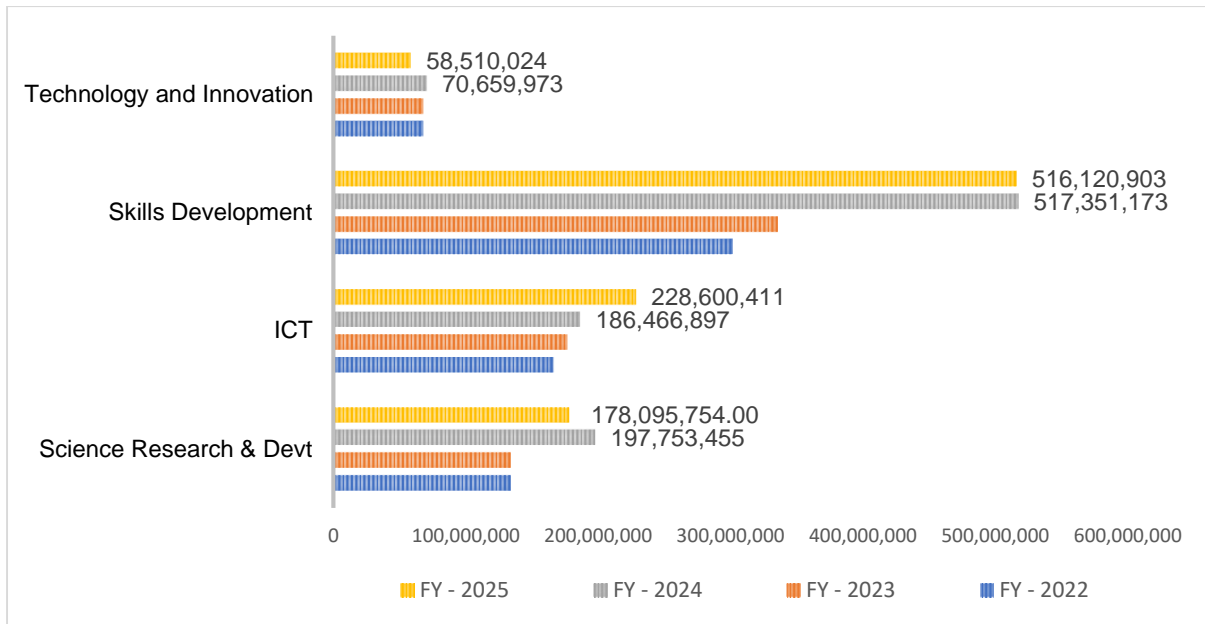
### **Introduction**

The degree of industrialization and economic advancement in developed nations has mostly been linked to their level of investment in science and technology. However, the same cannot be said about developing countries like Zambia. It has been reported that Less Developed Countries invest and spend less on Research and Development (R&D)<sup>11</sup> hence limiting innovation. Therefore, increased allocation and spending toward R&D will enable Zambia to develop its own home-grown technologies that can significantly improve productivity and value addition to our natural resources.

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<sup>11</sup> Addis Ababa Action Agenda—Monitoring commitments and actions

Figure 3: Allocation Trends to Sub-Programmes – Ministry of Technology and Science



The challenge to actualize benefits of technology is consistent and progressivity in allocation toward key critical sectors of the ministry. For instance, in the figure 3 presented above, budgetary allocation toward Science Research and Development Programme has decreased from 197.8 million in the 2024 budget to K178.1 million representing a 11 percent decrease. Similarly, allocation to technology and innovation and skills development has also been decreased. Only ICT sub-programme has seen an increase in allocation. Considering this is a new ministry with a mandate to spearhead technology and innovations, the reductions in allocation leaves a lot of reflection on how committed government is to drive the ambition of science and technology in Zambia.

**Comment:** In the modern technological era, funding for research and technology is essential. The dividends might not be immediate but it surely pays-off. Neglecting adequate investment in technology and science related projects entails trading off opportunities such as innovation and development in all sectors of the Zambian economy. JCTR has observed a significant reduction in allocation towards infrastructure development under Technology and Innovation. The allocation has been reduced from K22 million to K5 million in the 2025 budget. It is JCTR’ view that this is one critical sub-programme that can drive a new path to innovation, including science and technology.

Additionally, allocation should not only focus on rehabilitation and installation of the state-of-art equipment’s in designated research centers but also provide the same support to public

institution to support them lead technological research and development. In the 2024-2026 Mid-term Budget Plan, government committed to establishing and operationalise technology and innovation hubs across the country. It was stated that these hubs will serve as centres for fostering technological advancements and promoting innovation across various sectors. Therefore, the need for Zambia to lead its own technological development, the proposed allocation toward the ministry is insufficient and might not give the ministry much for them to invest but merely maintain the current situation.

**Recommendation:**

- To actualize the plan highlighted in the 8NDP, government should in the initial phase government should consider annexing technological hubs in already existing public college/universities.

**Conclusion**

In conclusion, we would like to recommend to this esteemed Committee to urge government through the Ministry of Finance and National Planning to progressively allocate resources toward education and also take efforts to invest in improving the services under the education sector beyond infrastructure development. Additionally, now more than ever, it is our considered view that investment in science and technology is crucial to enhance productivity in all the sectors of the economy. Through this, we will be able to Build Resilience for Inclusive Growth which will enable us to Improve the Livelihoods of all Zambian.

Last but not least, in order for ministries to carry out projects, the Ministry of Finance and National Planning should disburse funds on time to enable ministries achieve their set out goals in the 2025 national budget.



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Presentation

Advocacy on Socio-Economic Development

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2024-10-10

# Memorandum: Budget Analysis of Heads 80: Ministry of Education and 66: Ministry of Technology and Science: Submitted to the National Assembly Committee on Education, Science and Technology

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