

Analysis of the Governance of the Education System in Haut Katanga

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Abstract: *In this article, we are motivated by the governance of the education sector. The economic objective is to achieve the schooling of the majority of children through the educational policy of free education at the primary level, in addition to the other resources and actors that the State uses to finance education in both cycles (primary and secondary). The governance of the education system in Haut - Katanga is the responsibility of state structures. The latter uses strategies that encourage different households to enroll their children in primary and secondary education. In view of these strategies linked to centralized coordination, the majority of children in the province of Haut - Katanga, especially at secondary level, do not complete their studies. Several reasons are mentioned in this article, including centralized coordination and low household income. Moreover, these reasons do not encourage households to send their children to school. In other words, the educational costs and benefits are in contradiction with the labor market for the majority of learners. This is justified by the obsolescence of certain courses of study organized at secondary level. Consequently, these courses do not follow the evolution of the economic and technological environment which should be to the advantage of the learners, their families and the province in the future. Thus, the governance of the education system reveals a remarkable deficit in terms of financial resources, infrastructure, accessibility and future economic and technological benefits for the learners of Haut - Katanga province in particular and the Democratic Republic of Congo in general, because the objective that the State has set itself has not been achieved.*

Keywords: Governance, education, schooling, state, free

1. Introduction

In one of the objectives of the Government of the DRC, free basic education is one of the priorities between 2010 - 2020 (*Provincial Order N°2019/113/Haut - Katanga* and the Framework Law N°14/004 of 11 February 2014 - 10 - 02). This is done through the education policy through the governance¹ of the sector concerned.

Economically, the public policy of a nation aims at one of the priorities, the financing of the human capital through the educational sector for the reason of the wellbeing of the population, the economic growth and the Development without which the country cannot take off.

However, the achievement of this objective depends on the governance of the education system, which involves a number of actors in addition to public action. Thus, in Haut - Katanga the education sector falls under the competence of the Ministry of EPSP and the provincial Ministry of Education in terms of the agreement of schools and regulation of the sector according to the framework law of National Education through the mechanism of coordination of decisions by centralization². V. Vandenberghe (2015) via

the Provincial Division of the EPSP (Primary, Secondary and Vocational Education).

To achieve this, the public and private supply of education depends on the resources of the State, moral and physical persons devoted to physical investment, staff remuneration, operation, equipment and teaching materials. The educational demand of households in turn depends on the costs linked (direct cost and opportunity cost) to the schooling of children by the different actors considered as financing in human capital.

In addition, the Provincial Division of the EPSP remains an administrative structure that enforces the instructions relating to the management, organization and regulation of the formal education system, the mode of operation and allocation of resources due to education.

This governance is characterized by its capacity to offer mass and quality education (internal and external efficiency) based on economic needs without gender discrimination with regard to the Millennium Development Goal. The objective of this study is to analyze the determinants of educational governance and the failure to meet school demand³, and then to observe the impact of the funding gap on the enrolment of children in primary and secondary education in the province of Haut - Katanga.

¹**Governance:** The way an entity or a state is managed, providing the necessary means to achieve a well-defined objective. In the context of this study, the governance of the education system pursues the objective of covering the educational demand which requires a proportional educational supply in order to ensure the economic, social and technological well-being of learners, their families and their nation.

²**Centralization** is a mode of governance based on the coordination by hierarchy and planning of a regulation based on a simple and

widespread reasoning that can favor all households to finance the schooling of their children.

³ School demand coverage is a public strategy enabling individual households to enroll or invest in the human capital of all children of school age. This coverage relies on education policy based on the beneficial economic objectives of a nation and a governance of centralized and decentralized coordination of state structures.

In 2020, the primary school enrolment rate was 55% and the secondary school enrolment rate was 43.5% (IPSP Haut - Katanga Yearbook Report 2020), while the supply of and demand for education is mixed (i. e. public and private) in the province of Haut - Katanga.

Secondly, the regulatory texts of the framework law of national education (Official Gazette, of the framework of N° 14/004 of 11 February 2014 - 10 - 02), are not respected or executed in full. The contradictions of the National and Provincial Orders (Provincial Order N°2020/0031, N°2019/113), relating to the procedure of fixing the different school fees and the fixing of the quotas with regard to the centralized coordination.

Finally, the curriculum transmitted to learners does not correspond to the needs of the job market, entrepreneurship, economic and technological evolution. This makes the governance of the education system, through its mixed financing, unable to meet the demand for education at primary and secondary levels in the province of Haut - Katanga.

This challenge would be justified by the rationality of households, which instead of sending their children to school prefer to use them in income - generating activities for their survival. Thus, one question is why the governance of the education system in Haut - Katanga through mixed financing does not improve the coverage of the educational demand?

In view of this concern, the literature review will inform us on the issues related to the effects of governance of the education sector through the level of schooling. In the literature on the economics of education, researchers highlight several factors to explain it. Thus, they distinguish, on the one hand, the factors related to the education system from the point of view of the administrative organization, its performance, the quality of the education offer ODOUNFA Alice (2003) and, on the other hand, the factors related to the income of the households which request the schooling of children in comparison with the future costs and benefits in the sense of G. Becker (1964).

For Jean - Jacques Paul (1999), his analysis is of a quantitative nature, based on the predominance of public spending on education in France in the context of mixed financing. The limits of this reflection are based on the administered regulation and public management of education reflecting the governance centered on planned coordination. This regulation does not have internal mechanisms that stimulate productivity progress in the economics of education approach in view of the economic evolution over a long period.

Although access to the system is guaranteed and leads to the coverage of the educational demand, this public financing does not meet the qualitative conditions that can develop man and his knowledge based on creativity and benefits for economic efficiency. These limitations are related to a regulation qualified as obsolete, not oriented to the

economic and technological evolution and reaches the stationary state of the economy on the one hand and on the other hand, this mixed financing model through its governance does not take into account the qualitative realization and reduction of different costs during the schooling by the learners.

Philippe De Vreyer, (2017) according to this author, the allocation of children's time in developing countries, highlights various determinants of the demand for education. The supply of child labor inscribes the theory of the demand for education initiated by BECKER (1975). For him, the choice of parents related to the financing of the education system or not of their children is the result of a trade - off between the expected returns of education and its cost resulting from an educational governance.

This includes the monetary expenditure linked to schooling as well as an opportunity cost linked to the salary or remuneration that children give up when they study. If the returns to education are too low in relation to its cost, then parents will choose not to finance their children's schooling and make them work, which justifies the drop in demand for education.

For this reason, the coverage of the educational demand remains attached to the educational profitability which guarantees the individual, family and social return contrary to the low profitability of the future income which contributes to the decrease of the educational demand.

Maitra and Ray (2000), Philippe de Vreyer and Flore Gubert (2003) think that learners cannot only be at school but can combine both income generating work and school activities. Thus, they contribute on average between 20% and 30% of household income. To analyze the education system in a country in terms of expenditure, one seeks to determine the amount and nature of the contribution of the various national and external economic agents in the education sector. Thus, from these figures, one measures the national effort in education which is represented by the national expenditure on education as a percentage of the gross domestic product (GDP).

This reference to GDP makes it possible to make international comparisons on the same basis. With such an approach, it is therefore possible to carry out a more detailed analysis of the financing of the main agents for which we have information, i. e. the State, households, technical and financial partners, in order to coordinate well.

In Haut - Katanga province, an analysis of the national education effort shows that, according to the report of the Central Bank of the Congo, the State devotes on average less than 3 per cent of its national wealth to education expenditure, i. e. public education expenditure covered by the national government (the State) in terms of staff salaries, physical and material investment, and operating costs, on the one hand, and provincial government expenditure, on the other. However, it should be noted that during this period, the evolution of the share of GDP allocated to education expenditure has been less important than the evolution of the needs (expenses) of the sector, despite the efforts of the

State and the recourse to donations and external loans. This justifies the low school completion rate of learners

For the purposes of this essay, it should be remembered that it was difficult for us (due to a lack of reliable statistics) to identify the share of GDP allocated to education in the province of Haut - Katanga. We have therefore used the expenditure incurred by the national government in terms of the salaries of teaching and administrative staff, investment and the provincial government's share of this sector.

In addition, the various school fees are fixed by a provincial decree each year: The tuition; the insurance premium; the costs of evaluation, school promotion, training, printed materials, administrative staff, support staff and ad hoc intervention and the costs of building school libraries. This was proposed by the technical services of the sector on the basis of assemblies held by parents' committees, promoters, teachers' and administrative staff unions and representatives of the State.

However, with the exception of the province of Haut - Katanga and in accordance with the principle of free fees in primary school, the application was made theoretically effective in the 2010 - 2011 school year; these school fees were not applied to pupils in all primary classes of the public sector in the province of Katanga. For private schools, promoters, headmasters, teachers' unionists and parents' committees are required to respect the fees set by the said Order. Unfortunately, the reality on the ground is contrary to the payment observed in the different geographical areas, especially in the cities and the main towns of the territories. Thus, these fees go beyond the limit set by the law and regulations, which constitutes a constraint on the accessibility of many children from poor households.

Household expenditure on education

In any education system, families contribute financially to ensure the schooling of their children. In the public education system in Haut - Katanga, families contribute to the purchase of textbooks, school kits and small materials or private lessons (tutor) outside school hours. Moreover, the number of pupils enrolled in private schools is greater than in public schools, and family contributions for schooling justify the governance of the education system in the province.

In other words, school fees and other expenses associated with children's education are becoming increasingly important items in the household budget in the private system. Finally, the existence of private schools in which all teachers, operating costs and long - term investments are financed directly by families can only increase the volume of private contributions to the financing of educational services.

In Haut - Katanga, information on the financial contribution of households is often only known in an approximate and discontinuous way; one must generally make do with information from household surveys.

For our analysis, the data show an increasing structure with the level of education and the average expenditure of

families for the schooling of their children, represented according to five categories ranging from 58 to 105 and more US dollars per year at the basic and secondary level. This exception is due to the fact that most of the facilities at this level of education are private.

By updating these amounts to express them in dollars of the year and multiplying them by the number of pupils enrolled in a given year, one obtains an estimate of the aggregate expenditure of families for schooling at national level and for each of the levels of education considered. This aggregate private expenditure can then be consolidated with public current expenditure on education to obtain an overall national current expenditure (public + households) by level of education, or, in an even more aggregated way, on the whole of the education system of the province.

Analysis of the characteristics of the education system in Haut - Katanga

The education system in Haut - Katanga is characterized by very wide disparities between towns, communes, territories, villages and management systems (public, contracted and private schools). In addition, there are quantitative problems (lack of infrastructure, material and human resources, etc.) and qualitative problems (poor quality of teaching, low performance of the education system).

a) Inequalities within the education system

According to many researchers (Trabelsi et al, 2011), inequalities in education are detrimental to the actors themselves but also to the whole society. Since the theory of human capital following the work of Schultz (1963), Becker (1964) and Mincer (1974), to the knowledge economy (Foray, 2000) through the theories of endogenous growth (Romer, 1986; 1990); investment in initial education, in continuing education, in research and development is under certain conditions a factor of economic growth. However, the hypothesis that initial education has a positive effect on the productivity of agents and even on economic growth. Secondly, it is an important element in the selection of agents on the labor market, and is therefore a source of inequality within a population when access is not generalized to the schoolable population in the long term in view of regulatory governance.

Thus, "everyone has the right to education; it must be free, at least as far as basic education is concerned". Access must be open to all children. Today this is not the case, because a large number of children do not have access to education, even if they do have access, few of them remain until the end of primary school for various reasons.

In Haut - Katanga, the problems of access to education are glaring, with great differences between towns, communes, territories and villages. This shows that not all children have access to school, and very few of those who do have access complete their basic and secondary education, i. e. less than a third, for various reasons: centralized governance, the socio - economic situation of the family (household income, level of education of the head of the household, etc.) and educational poverty have a major influence on children's school attendance. According to the various reports of the EPSP/Haut - Katanga, this situation of inequality between

children in terms of school attendance is one of the main characteristics of the education system and increases with the level of study.

b) Inequalities related to the standard of living of households

It is obvious that the standard of living of households (household income) strongly influences the schooling of children especially in a context where education is considered as an investment. This theoretical approach to education shows that education as an investment in human capital has costs (direct and opportunity) for households. These costs influence the schooling decision of a household's children and constitute sources of disparities in school attendance in developing countries beyond educational poverty. This is because the decision to enroll a child, to ensure his or her attendance and/or to keep him or her in school is a function of the economic and social results expected by the parents.

If they are higher than the costs (direct and opportunity), children are more likely to attend school. For poor parents, the direct costs of schooling are often a major obstacle to their children's education. In Haut - Katanga, the cost of education for households is a discriminating factor in children's schooling. These inequalities increase sharply with the level of education, reaching even higher proportions and justifying the centralized governance of the sector.

c) Inequalities by place of residence

Strong disparities in children's schooling according to place of residence are to be noted according to the results of the 2019 - 2020 statistical division. Children living in poor municipalities or territories are less likely than those living in rich ones to access and remain in school up to the highest school level.

Thus, it can be said that the place of residence is a factor that influences the schooling of children (the greater the distance between the school and the place of residence, the lower the

chances of schooling for the child, especially in poor villages, territories and communes). This means that in the province of Haut - Katanga, the school map of both public and private schools, in view of the setting of school fees and requirements in relation to the residential environment of the learners, constitutes inequalities and discrimination leading to low schooling rates.

Moreover, for this article our reasoning is inductive; the numerous authors, laws, decrees and reports of the EPSP have facilitated our exploration through the writings of this publication. Our analyses are limited to the level of success of the EFA objective at primary and secondary levels through centralized coordination via mixed financing of education as a strategy of educational governance.

The data used in our analysis comes from an analysis of the database of provincial decrees, statistics on school - age children, the framework law on national education and study fees according to the geographical zones of the province of Haut - Katanga.

In our methodology, the monitoring of the coverage of the demand for education in the primary and secondary cycle relates to the school - age population having attended and completed the two cycles between 2019 - 2020. In addition, in the report of the EPSP/Haut - Katanga and the provincial decrees several points that could explain the contradiction of the inefficiency of the governance of the education system with regard to mixed financing.

However, the administrative, economic and geographical dimensions justify weak governance despite the mixed financing of the education system. Thus, the primary school enrolment rate of 55% and the secondary school enrolment rate of 43.5% are only a consequence of the non - respect of the provisions of the decrees on the procedure and setting of direct and indirect school fees, which no school applies.

Table 1: Summary table of schools and enrolments according to management regime

| Parameters | Level | Gender | ENC | ECC | ECP | ECK | ECI | ADV | ECS | Total Public | School of Govern ance | Total Public + Governance | Total Private | Overall Total |
|-----------------|--------------|-----------|--------------|---------------|---------------|-------------|-------------|--------------|---------------|--------------|-----------------------|---------------------------|---------------|---------------|
| Schools | Primary | | 158 | 404 | 331 | 15 | 9 | 53 | 970 | 32 | 1002 | 1409 | 2411 | 3820 |
| | Secondary | | 108 | 148 | 154 | 10 | 8 | 26 | 454 | 27 | 481 | 999 | 1480 | 2479 |
| | Total | | 266 | 552 | 485 | 25 | 17 | 79 | 1424 | 57 | 1484 | 2414 | 3898 | 6312 |
| Classes | Primary | | 1483 | 3819 | 2558 | 126 | 41 | 391 | 8418 | 302 | 8720 | 6820 | 15540 | 22360 |
| | Secondary | | 1139 | 1486 | 997 | 90 | 28 | 110 | 3850 | 142 | 3992 | 19510 | 23502 | 43012 |
| | Total | | 2622 | 5305 | 3555 | 216 | 69 | 501 | 12268 | 444 | 12712 | 26330 | 39042 | 65372 |
| Pupil Enrolment | Primary | GF | 51072 | 146244 | 100921 | 5004 | 1098 | 7888 | 312227 | 9760 | 321987 | 279298 | 601285 | 880583 |
| | | F | 24987 | 69794 | 47197 | 2400 | 525 | 4940 | 149843 | 4896 | 154739 | 132523 | 287262 | 419785 |
| | Secondary | GF | 21432 | 43055 | 22714 | 1182 | 198 | 4057 | 92638 | 5557 | 98195 | 166197 | 264392 | 430589 |
| | | F | 7559 | 20322 | 8831 | 486 | 72 | 2788 | 40058 | 3345 | 43403 | 60331 | 103734 | 164065 |
| | Total | GF | 72504 | 189299 | 123635 | 6186 | 1296 | 11945 | 404865 | 15317 | 420182 | 445495 | 865677 | 1311172 |
| | | F | 32546 | 90116 | 56028 | 2886 | 597 | 7728 | 189901 | 8241 | 198142 | 192854 | 390996 | 583850 |
| Teaching Staff | Primary | HF | 1502 | 3903 | 2525 | 122 | 25 | 271 | 8348 | 294 | 8642 | 20764 | 29406 | 50170 |
| | | F | 425 | 1192 | 604 | 51 | 11 | 104 | 2387 | 142 | 2529 | 10332 | 12861 | 23193 |
| | Secondary | HF | 1235 | 1741 | 1170 | 88 | 15 | 301 | 4550 | 109 | 4659 | 9517 | 14176 | 23693 |
| | | F | 130 | 335 | 98 | 12 | 2 | 55 | 632 | 32 | 664 | 3162 | 3826 | 6988 |
| | Total | HF | 2737 | 5644 | 3695 | 210 | 40 | 572 | 12898 | 403 | 13301 | 30281 | 43582 | 73863 |

| | | | | | | | | | | | | | | |
|----------------------|--------------|-----------|------------|-------------|------------|-----------|-----------|------------|-------------|------------|-------------|--------------|--------------|-------|
| | | F | 555 | 1527 | 702 | 63 | 13 | 159 | 3019 | 174 | 3193 | 13494 | 16687 | 30181 |
| Administrative Staff | Primary | HF | 443 | 436 | 301 | 10 | 4 | 49 | 1243 | 39 | 1282 | 2305 | 3587 | 5892 |
| | | F | 28 | 72 | 24 | 4 | 0 | 0 | 128 | 13 | 141 | 928 | 1069 | 1997 |
| | Secondary | HF | 134 | 187 | 155 | 14 | 2 | 28 | 520 | 12 | 532 | 902 | 1434 | 2336 |
| | | F | 13 | 30 | 9 | 0 | 0 | 0 | 52 | 2 | 54 | 138 | 192 | 330 |
| | Total | HF | 577 | 623 | 456 | 24 | 6 | 77 | 1763 | 51 | 1814 | 3207 | 5021 | 8228 |
| | | F | 41 | 102 | 33 | 4 | 0 | 0 | 180 | 15 | 195 | 1066 | 1261 | 2327 |
| Workers Staff | Primary | HF | 48 | 91 | 53 | 9 | 2 | 12 | 215 | 42 | 257 | 1653 | 1910 | 3563 |
| | | F | 30 | 58 | 34 | 5 | 1 | 9 | 137 | 24 | 161 | 863 | 1024 | 1887 |
| | Secondary | HF | 79 | 131 | 59 | 14 | 0 | 32 | 315 | 40 | 355 | 3217 | 3572 | 6789 |
| | | F | 49 | 81 | 32 | 7 | 1 | 18 | 188 | 22 | 210 | 1372 | 1582 | 2954 |
| | Total | HF | 127 | 222 | 112 | 23 | 2 | 44 | 530 | 82 | 612 | 4870 | 5482 | 10352 |
| | | F | 79 | 139 | 66 | 12 | 2 | 27 | 325 | 46 | 371 | 2235 | 2606 | 4841 |

Source: Author based on Haut - Katanga 2020 EPSP data by sub - division.

In view of the summary table showing the different situations in terms of the number of schools, classes, enrolment and staff in the province of Haut - Katanga, the centralized governance of the education sector shows a deficit in terms of physical investment, enrolment and staffing, and staff training. On the basis of this situation, the centralized governance of the education sector shows a deficit in terms of physical investment, enrolment and staffing, and staff management and training.

To take only the development of human capital in this environment, the administrative organization of the education system in the province of Haut - Katanga shows an unbalanced or discriminatory distribution in terms of school mapping. In the tables illustrated above, this imbalance can be seen in the demand and supply in terms of numbers of pupils, staff and school infrastructure between the towns, communes, territories and villages in the various sub - divisions.

This can be seen in the different management regimes between the public, contracted and private sectors. The

result mentioned in the construction of the problem, especially at secondary level, shows that the level of governance of the education sector in Haut - Katanga is not satisfactory in terms of the threshold of education for all. Organizational governance through the agreement of private schools, shows a school map of the latter concentrated more in urban centers than rural.

This justifies the economic and financial character of the private offer in terms of business to the detriment of the expectations of the economists in education. This governance also favors the delay on the increase of the population to be schooled in view of the mixed financing and needs of a developing and modern economy.

From these statistics, the organization of the education system gathers a financing categorized according to geographical areas, organized courses of study updated according to the economic evolution, and the intellectual capacities of the learners.

Table 2: Summary by category of school fees in Haut - Katanga, grouped by fee category

| Category | Slice of fees related to registration in USD per year. | Range of school kit costs in USD per year | Total study costs per year USD | State fee range and quota in USD | Examination fee range in USD | Total expenses |
|--------------|--|---|--------------------------------|----------------------------------|------------------------------|-----------------|
| Category I | 0.75\$ à 7.5\$ | 7.5\$ | 9\$ à 90\$ | 25\$ à 30\$ | 15\$ à 125\$ | 57.25\$ à 260\$ |
| Category II | 7.5\$ à 12.5\$ | 10\$ | 90\$ à 225 | 25\$ à 30\$ | 15\$ à 125\$ | 147.5 à 402.5\$ |
| Category III | 12.5\$ à 25\$ | 15\$ | 225\$ à 450\$ | 25\$ à 30\$ | 15\$ à 125\$ | 292.5\$ à 645\$ |
| Category IV | 25\$ à 50\$ | 30\$ | 450\$ à 900\$ | 25\$ à 30\$ | 15\$ à 125\$ | 545\$ à 1135\$ |
| Category V | 50\$ and more | 55\$ and more | 900 and more | 25\$ à 30\$ | 15\$ à 125\$ | 1045 or more |

Source: Author based on data from EPST (Primary, Secondary and Technical Education) Haut - Katanga

This table summarizes the different categories of fees grouped into five, depending on whether you are in primary or secondary school, as well as on the number of classes and requirements related to enrolment, the acquisition of school kits, study fees, examinations and finally the quotas in terms of school taxes. Overall, these annual fees range from \$57, \$25, \$1045 and more per year.

The study fees of a large number of graduates on average, justifies the structure Governance of the provincial division of the EPSP, also the limits of the mixed financing. Of these limits, interested by some provisions of the Framework - Law of National Education, let us note the contradictions of the decrees bearing modalities of fixing the various expenses

in the private and public schools compared to the realities on the ground which entail the weak educational demand.

In order to meet demand and supply, the public authorities, through article 20 of the Framework Law, have made available to the private sector a partnership in school education as a management method by which the State associates the different stakeholders to pool human, material and financial resources. In this respect, these resources constitute a participatory approach accompanying the governance of the education sector in the achievement of the EFA objective by aiming at the involvement of the different actors of school education in the conception and management of national education.

To share this vision, the State has the responsibility and tasks of achieving common educational objectives oriented to the economic and technological interests for the future of the nation. From this partnership, several actors to consolidate the educational governance of the state, notably:

- 1) Parents;
- 2) The promoters of private national education institutions;
- 3) Religious denominations;
- 4) Grassroots communities;
- 5) The provinces;
- 6) Decentralized territorial entities;
- 7) National public and private enterprises;
- 8) Unions;
- 9) Non - governmental organizations;
- 10) National and international organizations;
- 11) Socio - professional associations with a normative, educational, scientific and cultural vocation;
- 12) Bilateral and multilateral partners.

All these actors, in interaction, want to finance supply and demand according to the legal procedure in order to achieve the objectives of the state, households and educational economists according to Gary Becker.

Let us note that certain partners, weaken the governance of the education system in view of the low participation and commitment. These are the Catholic religious' denominations and the trade unions which, through their salary claims, have pushed households to take on additional staff in public schools under agreement. However, the decision of free education has resulted in some public and contracted schools that receive a salary and a bonus from parents of more than \$400 per month, only receiving less than that amount.

In other words, all educational procedures in Haut - Katanga are still partly outstanding in the majority of schools. This is due to the inefficiency of the governance and organizational structure of the provincial division of the EPSP in view of the mixed financing of education and the number of children enrolled.

The establishment of public and private primary, secondary and vocational schools is the responsibility of the central and provincial governments, in accordance with article 203, paragraph 20, of the Constitution. The establishment of these public and private establishments is sanctioned by a decree of the Minister of the central Government with responsibility for education or of the provincial Governor.

To this end, Article 50 of the framework law sets out the financial and material guarantees that must be met in order to create or approve an establishment. These are:

- 1) The existence of viable infrastructures as well as clean and appropriate teaching materials;
- 2) The deposit in a bank or financial institution in the Democratic Republic of Congo of the amount necessary for the operation of the educational institution and the payroll of the teaching and administrative staff for at least one year;
- 3) The possession of the title of ownership of the site and the buildings intended to accommodate the educational

institution or, if necessary, of a duly legalized building lease contract for a minimum of 6 years;

- 4) The certificate indicating the surface of the site in conformity with the standard of at least 5 m² pupil or student.

However, the majority of the schools do not meet these conditions when they are created or approved. This makes educational governance in the Province weak and justifies the inability of the offer to cover the educational demand and to take charge of the personnel without resorting to the practice of sending back pupils who do not pay their fees.

Moreover, national education is a public service provided in public and private accredited institutions. The latter has pedagogical objectives that are in contradiction with the economic and technological ones in view of the weak job market to absorb the majority of graduates.

Let us observe that primary education, limited to an education having as finality the learning of reading, writing and calculating in the developing country and constitutes a constraint for the poor households. Subsequently, secondary education does not respond to the economic realities of the labor market, technological evolution and entrepreneurship. In this way, two - tier education leads to educational poverty, which contradicts economic objectives in terms of comparing immediate and future costs and benefits.

In the economics of education, the governance of the education system aims at the economic and technological performance of learners by comparing the future costs and benefits related to the labor market which focus on the allocation of resources for the economic, technological, social and environmental benefit of a nation.

From this policy, the actors of the financing of the educational supply and demand, mainly the state, is encouraged to cover the educational demand that is beneficial in terms of the number of people who can be used on the labor market and those capable of undertaking.

From this point of view, other actors emerge from this organization, in particular: households, legal and physical persons, and religious confessions, etc., which accompany the State in reaching the objectives of covering the demand and supply of education, considered as a measure of the efficiency of the governance of the education system.

To achieve this, the governance of this sector at the provincial level is operational through the decisions of both local and national authorities setting fees, which the decrees signed in 2020 concern this essay.

For the 2019 - 2020 year, school fees for public and private schools consist of direct and indirect fees.

The following are direct school fees:

- 1) The fees of the State Examination and the National Jury of the short cycle;
- 2) Administrative costs;
- 3) Technical costs in the areas of Techniques;

Indirect educational costs include

- 1) Boarding fees for schools organizing boarding;
- 2) The cost of parents' contributions to the school's expenses for accredited private schools.

Public Schools

In accordance with Article 7 point 18 and 79 paragraph 2 of the Framework Law and taking into account the recommendations of the 2^{ème} round table which advocate a progressive implementation of free basic education, all school fees are abolished for the six classes of the primary cycle.

The direct school fees to be collected in public schools organizing 7^{ème}, 8^{ème} and general and technical humanities are made up of:

- 1) Administrative fees;
- 2) Technical costs in technical areas;
- 3) Fees of the State Examination and the National Jury of the short cycle.

Administrative costs are used for the operation and training of the teaching staff.

Technical costs are used for the maintenance of technical equipment and materials and for the acquisition of inputs necessary for professional practice.

In the case of the general and technical humanities schools that provide boarding facilities, the indirect school fees to be collected are boarding fees.

In accordance with Article 178 of the Framework Law n°14/004 of 11 February 2014, of National Education, the boarding fees to be charged in public schools are fixed jointly by the school manager, the parents' committee and the representative of the public authorities, taking into account the socio - economic realities of the area concerned.

The administrative fees to be charged in public schools organizing 7^{ème}, 8^{ème} and general and technical humanities are set as follows:

- 1) Class of 7^{ème} and 8^{ème}: 3.500Fc per pupil and per quarter;
- 2) General humanities class: 4, 500Fc per pupil per quarter;
- 3) Technical humanities classes: 5, 000Fc per pupil per quarter.

The technical fees to be charged in public schools organizing technical humanities (1^{ère}, 2^{ème}, 3^{ème}, 4^{ème}) are fixed as follows:

- 1) Commercial technique, social technique, hotel technique and arts: 6.000Fc per pupil per year;
- 2) Agricultural, industrial and professional techniques: 7, 500Fc per pupil per year. **Approved Private Schools**

The direct fees to be collected in accredited private schools consist of:

- 1) Administrative fees;
- 2) Technical costs in the technical areas;

Indirect school fees in accredited private schools consist of:

- 1) Boarding fees for private schools organizing boarding;
- 2) Parents' contribution to the school's expenses.

The administrative fees to be charged in accredited private schools to support the operation and training of teachers are set as follows

- 1) Kindergarten and primary classes: 2, 500Fc per pupil per quarter;
- 2) Class of 7^{ème} and 8^{ème}: 3.500Fc per pupil and per quarter;
- 3) General humanities class: 4, 500Fc per pupil per quarter;
- 4) Technical humanities class: 5.000Fc per pupil per quarter.

The technical fees to be charged in private schools organizing technical humanities (1^{ère}, 2^{ème}, 3^{ème}, 4^{ème}) are fixed as follows:

- 1) Commercial technique, social technique, hotel technique and Arts: 6.000Fc per pupil per year;
- 2) Agricultural, industrial and professional techniques: 7, 500Fc per pupil per year.

In accordance with Article 180 of the Framework Law n°14/004 of 11 February 2014, on National Education, the fees for parents' participation in the costs of the school and boarding in approved private national education establishments are fixed in Congolese francs by the promoter in consultation with the parents' committee and the representative of the public authorities.

Common Provisions for all Schools

School fees shall be fixed and paid in Congolese francs. The school management must give parents a receipt for any payment made for school fees and keep a regular cash book. The participation fees (TENAFEP and EXETAT) are fixed at 12000Fc and 55000Fc respectively.

Practical and Special Provisions

The Board of Management of the public school organizing the general and technical humanities cycle may request from the General Assembly of Parents a one - off intervention (FIP) to meet a specific need of the school.

Ad hoc intervention is only requested in the event of an incident, with a report approved by the political - administrative authority of the entity.

No one - time intervention fees may be charged to meet the operating needs of the schools or management offices.

Meetings of the parents' committees concerning proposals for school fees for accredited private schools and boarding fees must be held as soon as this order is published.

The minutes of the parents' committee meetings relating to the proposals of the parents' contribution to the costs of the school for the approved private schools and the boarding fees must be transmitted to the Provincial Directorate of EPST by the Sub - Proved one week after its signature, for exploitation.

Taking into account the local socio - economic realities, in order to maintain the balance in the management of pupil numbers between public and private schools and to give all children the chance to complete the basic education cycle,

approved private schools are called upon to follow the impetus of the reduction of fees for basic education.

However, the distribution key for the school fees set in accordance with the above - mentioned orders is as follows

Table 3: Operating costs in private and accredited institutions

| BENEFICIARY | 100% | Primary | General Humanities | Technical Humanities |
|---------------------------|------|-----------------------|------------------------|------------------------|
| | | 15000Fc/pupil/quarter | 20000Fc/pupil/ quarter | 21000Fc/pupil/ quarter |
| | | 15 000Fc | 20 000Fc | 21 000Fc |
| PROV DIRECTION | 21 | 3150 | 4200 | 4410 |
| MAIN INSPECTION PROV | 20 | 3000 | 4000 | 4200 |
| SECOPE/PROV | 3 | 450 | 600 | 630 |
| SERNIE PROV | 2.5 | 375 | 500 | 525 |
| ASSONEPA/CEPACO AND COORD | 16 | 2400 | 3200 | 3360 |
| PROMOTER | 2 | 300 | 400 | 420 |
| S/DIVISION | 15 | 2250 | 3000 | 3150 |
| INSPOOL | 14 | 2100 | 2800 | 2940 |
| SECOPE ANTENNA | 1 | 150 | 200 | 210 |
| ANTENNA SERNIE | 1.5 | 225 | 300 | 315 |
| Parents Association | 4 | 600 | 800 | 840 |

Source: Author based on orders and circular notes

Note: The 2% granted to the promoters of accredited private schools is the provincial government's contribution to the schools to meet the COVID - 19.

Table 4: Administrative costs of directly managed public establishments (not under agreement) Art 133 (framework law)

| Beneficiary | 100% | Primary | General Humanities | Technical Humanities |
|-----------------|------|-----------------------|-------------------------|-------------------------|
| | | 15000Fc/pupil/quarter | 20 000Fc/pupil/ quarter | 21 000Fc/pupil/ quarter |
| | | 15 000Fc | 20 000Fc | 21000Fc |
| SCHOOL | 70 | 10500 | 14000 | 14700 |
| DIR. PROV EPST | 6 | 900 | 1200 | 1260 |
| PPI | 6 | 900 | 1200 | 1260 |
| S/DIVISION | 5 | 750 | 1000 | 1050 |
| INSPOOL | 4 | 600 | 800 | 840 |
| SECOPE/PROV | 3 | 450 | 600 | 630 |
| PARENTS ASS. | 1 | 150 | 200 | 210 |
| SYNDICATE | 1 | 150 | 200 | 210 |
| SERNIE/PR | 2 | 300 | 400 | 420 |
| SERNIE/ ANTENNA | 1 | 150 | 200 | 210 |
| SECOPE ANTENNA | 1 | 150 | 200 | 210 |

Source: Author based on orders and circular notes

Table 5: Operating Expenses of Accredited Private Education Institutions

| Beneficiary | 100% | Primary 3.500Fc/ pupil/ quarter | General Humanities 4500Fc/pupil/ quarter | Technical Humanities 5000Fc/pupil/ quarter | | |
|----------------------------|-------------|------------------------------------|---|--|------|------|
| | | | | PERC | PREV | |
| DIRECTION | 21 | 735 | 945 | 2442 | 1050 | 814 |
| PPI | 14 | 490 | 630 | 1629 | 700 | 543 |
| S/DIVISION | 17 | 595 | 765 | 1977 | 850 | 659 |
| INSPOOL | 13 | 455 | 585 | 1512 | 650 | 504 |
| SECOPE/PROV | 2 | 70 | 90 | 234 | 100 | 78 |
| ASSONEPA/ CEPACO and COORD | 28 | 980 | 1260 | 3255 | 1400 | 1085 |
| Parents Association | 4 | 140 | 180 | 467 | 200 | 155 |
| SECOPE ANTENNA | 1 | 35 | 45 | 117 | 50 | 39 |
| TOTAL | 100% | 3500Fc | 4 500Fc | 5 000Fc | | |

Source: Author based on orders and circular notes

Of all the above - mentioned fees and their allocation, one deplorable fact leaves something to be desired and justifies the weakness of governance of the education sector in view of the E goals. This is the failure to respect the regulation of fees set by the provincial and national governments in the education market. The various management offices in the sector benefit from a cost allocation key to the tune of 68, 166, 116, 500 FC, i. e. \$34, 083, 058.25, whereas the

government pays them in terms of salary for the same work. Then, these expenses are doubled and tripled by the Establishments without however being worried, it is which weighs down and affects not only the governance but also the EFA objective.

Furthermore, the introduction of free basic education has not only opened the doors to Congolese and Haut - Katangese

children, but has also allowed the education sector to identify many non - mechanized teachers. This staff is the result due to desertion, death, addition of classrooms not recognized by the official structures. This is to say that the mode of centralized governance of education is not accompanied by physical and material funding with regard to the threshold or teacher - pupil ratio, which justifies moreover an organizational governance of the system that must take up the challenge not only of the quantity but also of the quality of its teaching, whose performance and efficiency are judged weak in relation to the number of children of school age in view of the means allocated to the latter. However, basic education for all is the body of knowledge acquired by the child from primary to general secondary level. It consists of primary education and two years of secondary education, which unfortunately, on the basis of the circular note of the Ministry of Education, does not include free education for pupils in the two years of secondary education. It ensures that all children have a common base of knowledge and gives them a first level of general education. For this purpose, it is limited to satisfying the need to teach children to write, read, calculate, express themselves orally and by signs, to know how to solve problems and to acquire life skills, know - how, knowledge of how to become and civic sense. Secondly, it guarantees free and compulsory primary education for all in the public schools of the National Education, by devoting appropriate human, material and financial resources; ensures educational democracy by guaranteeing the right to quality education, equal opportunities of access and success for all, including people living with disabilities as indicated in article 10 to 12 of the framework law of the National Education.

To achieve this, six aggregates of financing of the educational offer estimated at 27, 000, 000, 000 US dollars in 2010 to guarantee the free education advocated by the Government in view of the experiences of other nations (FPEN Report 2010). These are:

- Staff remuneration;
- The functioning of the Establishments;
- Staff training;
- Evaluation;
- The equipment and teaching materials; □ Investments in physical capital.

However, knowing that education is the basis of society and despite the human potential and motivation, the DRC in general and the province of Haut - Katanga in particular are not able to stop the hemorrhage of the poorly organized education system, which is considered as a business to the detriment of quality training for the labor market, entrepreneurship and investment. For this reason, several reasons of organizational origin weaken the structures and organs of the EPSP/ Haut - Katanga which is competing with other structures of educational organization of foreign countries not depending on the national program as it is the

case of the Belgian, French, Zambian and American schools in the province of Haut - Katanga.

For this purpose, the education system is presented through its historical development, its structure, its financing, as well as the causes of its deterioration.

Resource Allocation

The education sector has always been considered a priority for public and private action, which sees it as an area that creates wealth in terms of the number of children to be educated, due to its impact on indirect economic activities and the development of other sectors. However, the translation of this priority into education policy and development program is limited by delicate constraints that affect both financial availability and unequal distribution of resources (Bourdon 2006). Thus, the allocation of resources to the sector and the transformation of these into performance depends on multiple factors including: the institutional environment, spatial and demographic constraints, the mobilization of internal and external resources, the degree of involvement of national actors and technical and financial partners in the sector.

The objective here is to analyze the resources devoted to the development of education during this decade with a view to improving quality school coverage by 2030. This analysis is based on a certain number of indicators, in particular the share of education in Haut - Katanga in the national and provincial budgets, the percentage of GDP devoted to education expenditure in terms of personnel, operations and investment, and the participation of households and external partners.

Education is an economic activity that mobilizes significant resources from several actors, some of whom are demanders and others providers. As in most developed countries, France for example, between 5 and 7% of the public wealth produced is devoted to financing education, apart from private and household expenditure. However, the identification of educational expenditure is not self - evident and requires a rigorous methodology which has been established over time, so as to enable international comparisons.

The share of education in the national budget

During the period 2018 - 2020, the share of the national budget due to education in Haut Katanga increased from 1, 416, 674, 819 Congolese francs in 2018 to 3, 164, 610, 701 Congolese francs in 2020, i. e. an increase of 61.69%. From this evolution, we note a certain variability in the share of education in the provincial budget (from one year to the next). This situation may be due to various causes such as the evolution of the national budget, or the evolution of public education expenditure, which we will explain in the analysis of education expenditure in Haut - Katanga, and especially that relating to the payment of teaching and administrative staff, and then of other EPSP administration.

Table 6: Breakdown of education ownership by education sectors and operating headings for 2019 - 2020

| | Primary 2020 | | Secondary 2020 | |
|-----------------------------|---------------|----------------|----------------|----------------|
| | Public Sector | Private Sector | Public Sector | Private Sector |
| School investment | 2% | 35% | 11% | 38% |
| Teaching staff burden | 61% | 25% | 54% | 33% |
| Administrative staff burden | 37% | 40% | 35% | 29% |
| Total | 100% | 100% | 100% | 100% |

Source: Author based on data collected at EPST Haut - Katanga

The structure of the distribution of the cost of education between the different headings, particularly school investment and the cost of teaching and administrative staff related to education, shows a decline in the share of the public sector compared to the private sector at both primary and secondary levels over the period 2019 - 2020. More particularly with regard to investments where the public are almost nil but the private sector excels by investments as considering education as an effective economic activity.

From this analysis, it is important to emphasize that the structure of the distribution of the cost of education among the different levels of education is obviously a matter of tradeoffs and strategic choices of educational policy. For there are always reasonable arguments for increasing each and every one of the levels of education considered (to improve coverage and/or to improve the quality of the services offered).

2. Conclusion

This study highlights the overall alignment of the results of the analysis based on education sector statistics, by - laws and other reports to assess educational governance. Despite the active participation of the various actors in the mixed financing of education, the governance of the education sector does not reduce the risk of failure to meet the demand for education in the two cycles in terms of the mechanisms for coordinating decisions on the allocation of resources and managing compliance with regulations. However, the contribution of the decrees and the framework law on the setting of fees and the regulation of the sector remains unenforceable, which weakens educational governance and does not allow all children to benefit from the training without which the province cannot develop.

From an economic point of view, this study confirms that the governance of the education system is not totally centralized, it is hybrid (decentralized or fees are set according to the law of the market); then the non - respect of the regulations beyond monetary poverty of the households prevent children from pursuing their studies normally at the primary and especially secondary levels.

As the decision - makers want to fight against the failure of school coverage, in the short term, one can envisage the subsidy of enrolment and the distribution of school kits while maintaining the respect of the decrees and regulations of the sector as well as increasing the physical public investments, which come from the taxation of the sector. This would be a palliative solution for the accessibility of the majority of children to school in order to reach the EFA objective.

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