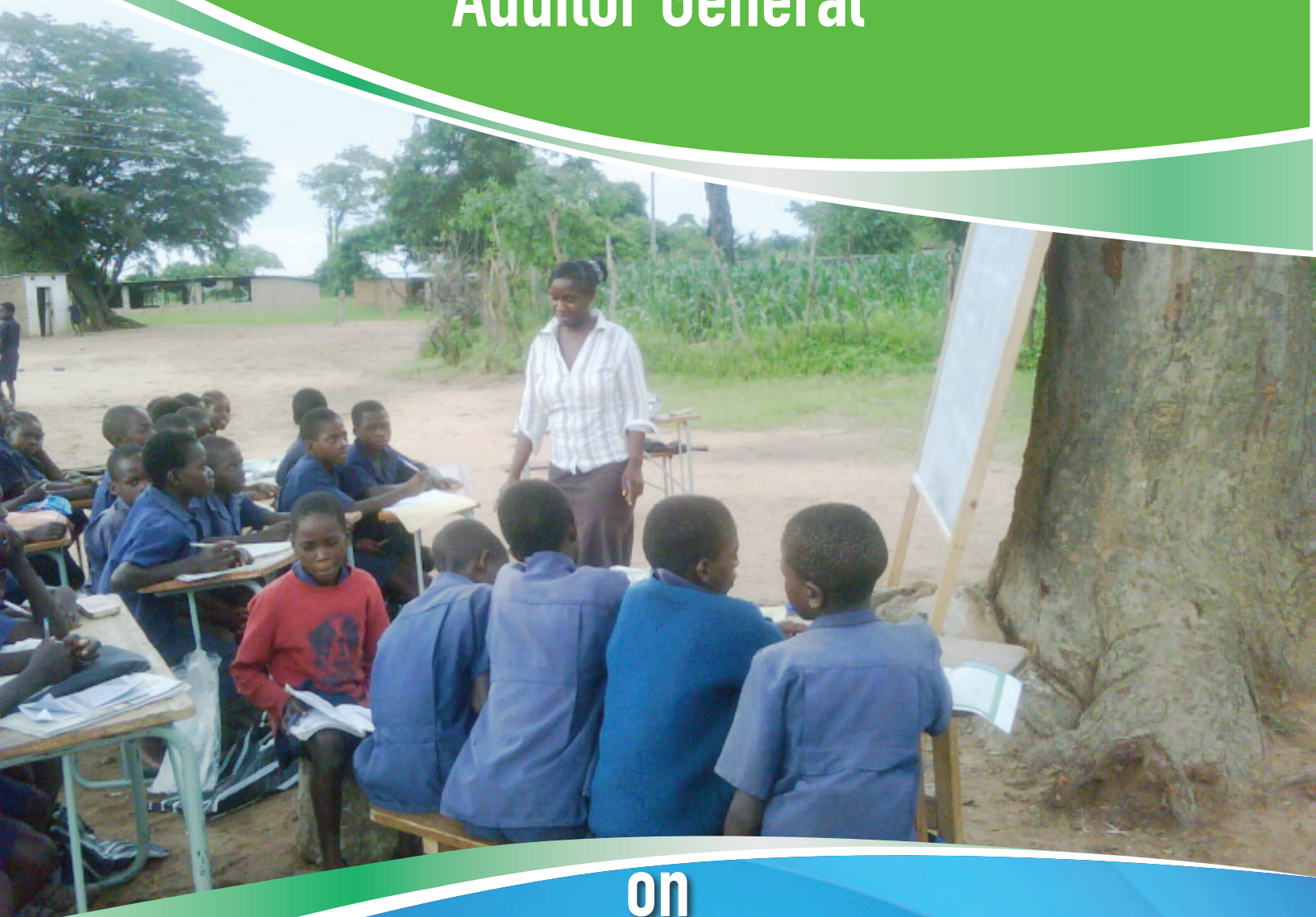




Republic of Zambia

# Report of the Auditor General



## on Deployment of Teachers in Basic Schools

July 2014



## Foreword

This report is on the deployment of teachers in basic schools and the audit was conducted pursuant to the Public Finance Act No. 15 of 2004, which empowers me to carry out performance and other specialised audits in government ministries and departments and report my findings to Parliament.

In the course of audit, and in conformity with the Office reporting procedure, the draft report was communicated to the Permanent Secretary who was requested to respond to the issues raised therein within thirty (30) days of the issuance of the draft report.

However, and in spite of the reminder sent to the Ministry in October 2012, as at the reporting date, the Ministry had not provided comments on the contents of the draft report.

I nevertheless, wish to thank the Permanent Secretary and staff at the Ministry of Education Headquarters as well as provinces and districts, for their cooperation during the audit and preparation of this report. I also wish to extend my appreciation to other staff, including teachers, in all the schools visited for according me time and information I required for the audit.

Dr. Anna O. Chifungula

**Auditor General**

# Acronyms

CPD	Continuous Professional Development
DEBS	District Education Board Secretary
DEBs	District Education Boards
DESO	District Education Standards Officer
FNDP	Fifth National Development Plan
HRA	Human Resource and Administration
MDG	Millennium Development Goal
MOE	Ministry of Education
MOESP	Ministry of Education Sector Plan
OAG-Z	Office of the Auditor General Zambia
PEO	Provincial Education Office/Officer
PESO	Provincial Education Standards Officer
PMEC	Payroll Management and Establishment Control
PS	Permanent Secretary
PSMD	Public Service Management Division
PTR	Pupil-Teacher-Ratio

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## Executive Summary

Education is a basic human right for everyone in society. As such, over the years the Zambian government, through the Ministry of Education or the Ministry, has made significant in-roads in increasing school places for the increasing population throughout the country. In addition, in the Fifth National Development Plan for the period 2006-2010, the Ministry identified the provision of quality education as one of its priorities. In order to achieve this objective, the Ministry targeted a pupil-teacher ratio of 60-1 for grades 1-4, 41-1 for grades 5-7 and 37-1 for grades 8-9 by the year 2010

In line with this priority, Government recognized the need for sufficient and well-motivated teachers. The provision of a sustainable teaching workforce is cardinal to the Ministry achieving the millennium development goal of providing basic education to the rapidly growing child population. To effectively address the ever increasing school enrolments, there is need for proportionate increase in the number of teachers.

The availability of appropriately qualified teachers has an effect on the quality of education provided. In 2010, there were 51,094 basic school teachers, of whom most were based in urbanized areas. Teacher shortages in rural basic schools throughout the country continue to be a challenge.

The skewed deployment of teachers in favour of urban areas, denies the pupils in rural areas access to quality education. With the introduction of Education for All, enrolments have continued to grow thereby increasing the demand for teachers in areas where schools were previously non-existent.

Besides the identified general and widespread problem of unequal access to quality education, which was evident from public comments and debates in parliament, the motivation for conducting the investigation in this area was generated from the Auditor General's Report on the Accounts of Government for the Financial year ended 31<sup>st</sup> December 2009, which revealed irregularities in the payroll management system as well revelations of previous audit reports on Sector and National Implementation Framework in the Ministry of Education.

In this regard, the Office of the Auditor General embarked on the performance audit focusing on the following areas:

- a.** processes put in place for determining teacher vacancies in basic schools;
- b.** policies and procedures in place for the allocation of newly trained teachers to provinces, districts and schools; and
- c.** Impact of teacher allocation policies on rural areas.

The results of the audit are summarized below:

**a. Weaknesses in the deployment of teachers**

There are weaknesses in teacher deployment in that a sample taken of Pupil Teacher Ratios (PTR), shows that some schools have higher PTRs than others. It has further been observed that schools within the same district have more teachers than other schools, especially those in the urban areas. Further, establishments of teachers are not consistent with the demands of schools as these establishments have not been filled fully.

**b. Unreliable Vacancy data for determining teacher vacancies**

The Ministry is responsible for assigning teachers to schools. In determining vacancies for teachers, staff assignment reports are obtained from the Public Service Management Division with details relating to vacant teaching positions available and at which school. However, the data used in identifying vacancies had distortions as teachers appeared on payrolls which did not belong to their work stations; and newly constructed schools in operation were not gazetted on time. Coordination among directorates within the Ministry was lacking when it came to staffing of schools.

**c. Non Adherence to Transfer Guidelines**

According to existing guidelines, teachers are supposed to work at a school for a minimum of two (2) years before they can become eligible for transfer to another school and in any case, a transfer would depend on the availability of a vacancy under the Payroll Management and Establishment Control maintained by the Public Service Management Division.

However, it has been established that teachers sent to rural areas are transferred even before the lapse of the minimum two (2) years and those that are transferred still maintain pay points of the schools they are coming from or another school which, in most cases, is different from the original school.

Most of the transfers effected are based on marital status of the teacher or on medical grounds.

**d. Reluctance by Teachers to work in Rural Areas**

In an effort to make the rural basic schools attractive, the Ministry introduced incentives such as fast-track promotions and upgrading opportunities; that is, in addition to the current hardship allowances paid to teachers. Provision of housing for teachers especially in the rural areas was also meant to be a tool to attract teachers.

However, in spite of this initiative, most teachers have continued to prefer urban basic schools to rural ones claiming that rural schools have offered fewer opportunities for

personal advancement. Most teachers in rural schools feel that the rural hardship allowances are inadequate and therefore do not inspire them enough. The inadequacy of suitable accommodation has also posed serious challenges in most schools visited.

The problem of teacher deployment in the country was identified as contributing significantly to the lowering of the educational standards. The deployment of teachers to basic schools had its own challenges such as attrition and transfers. The impact of these challenges has a direct bearing on Government's efforts to achieve the Millennium Development Goal No.2 on Education.

To improve the deployment of teachers in the country, we recommend that the Ministry of Education:

- The Ministry of Education should ensure that establishments for schools are revised appropriately. The Ministry must also align teacher's pay points to their respective schools to avoid distortions as this affects the data used for deployment of teachers. The Ministry should also ensure that schools are gazetted and put on the establishment on time.
- The Ministry should ensure that the guidelines on recruitment and transfers are adhered to strictly. Failure to adhere to the guidelines has an adverse effect on teacher deployment especially in rural areas.
- The Ministry should ensure that the provision of teachers' accommodation, particularly in rural areas, is made on a sustainable basis.

The Ministry's training programme of teachers should not only be equitable but it should be seen to be equitable.

- The Ministry should coordinate effectively with other key ministries such as Local Government and Housing, Health, Energy, Lands and Environmental Protection to ensure that projects of construction of schools and teachers' houses meet the minimum required standards.

# 1. Introduction

## a. Background

The Ministry of Education derives its mandate from the Education Act No. 13 of 1995, Cap 134 of the Laws of Zambia and is responsible for deploying teachers to schools through its various directorates.

In the Fifth National Development Plan for period 2006 to 2010, the Ministry of Education recognised the provision of quality education as one of its priorities. In 2010, the total enrolment for basic school pupils stood at 2,839,140 which were 4 % above the previous figure of 2,729,942. The increase in enrolments invariably required a proportional increase in the number of teachers. Furthermore, with the introduction of education for all policy, enrolments continued to grow thereby increasing the demand for teachers especially in areas where schools were previously non-existent.

The provision of a sustainable teaching workforce is also cardinal to the achievement of the millennium development goal of providing basic education to the rapidly growing child population. The availability of appropriately qualified teachers has an effect on the quality of education provided. In 2010, there were 51,094 basic school teachers in the country, with an overrepresentation of teachers in urban areas. Uneven deployment of teachers in basic schools between rural and urban areas posed a risk of denying pupils in rural areas to access quality education.

The Ministry is responsible for deploying, retaining and upgrading of teachers. In addition, it has a directorate that is responsible for providing advice on staffing levels in schools and measuring the overall quality of the education system.

Provincial Education Offices (PEOs) and the District Educational Board Secretaries (DEBS) are responsible for the recruitment and placement of teachers in basic schools within their jurisdiction.

During the period from 2008 to 2010, the Ministry recruited 12,500 basic school teachers to be deployed to basic schools at a total cost of K2, 850,871,215 as shown in Table 1 below.

**Table 1: Number of Basic School Teachers, Funding and Expenditure 2008 - 2010**

Year	No. of Teachers	Funding K
2008	5,000	1,503,610,442
2009	5,000	807,260,773
2010	2,500	540,000,000
<b>Total</b>	<b>12,500</b>	<b>2,850,871,215</b>

Source: Ministry of Education

## **b. Motivation for the Audit**

The Office undertook this investigation because of complaints from the public among others, particularly in rural areas, about the non availability of teachers in schools. The problem was also covered by public and private media who attributed the decline to a number of factors which included poor remuneration for teachers and unsatisfactory incentives.

In previous audit reports, mention has been made in the weaknesses in the Payroll Management and Expenditure Control (PMEC) system in the Ministry of Education, shortages of teachers and inappropriate infrastructure, which included teacher accommodation.

Furthermore, the preliminary study carried out in 2011 revealed the following:

- i. large number of teachers seeking transfers to urban areas,
- ii. inadequate vacancy data,
- iii. non adherence to the distribution policy,
- iv. ineffective monitoring and evaluation of teachers' performance.

## **c. Audit Objective and Questions**

The objective of the audit was to assess the efficiency and effectiveness of processes put in place by the Ministry in determining teacher vacancies and also to assess other key factors that affect the deployment and retention of teachers in basic schools.

Based on the audit objective, the audit was designed to assess and answer, as to what extent:

- i. has the Ministry efficiently and effectively deployed teachers in basic schools?
- ii. have the methods used to determine staff vacancies in basic schools been accurate?
- iii. has the Ministry adhered to transfer guidelines?; and
- iv. are the measures put in place by the Ministry to motivate teachers to work in rural basic schools been effective?

## **d. Audit Scope and Methodology**

### **Scope and Limitations of the Audit**

The audit focused on the activities relating to the deployment of teachers in basic schools during the period from 2008 to 2010 and the audit object was the Ministry of Education.

## Methodology

The audit involved a review of policies, plans, procedures, rules and regulations as well as reports on deployment of teachers to basic schools. Interviews were conducted with officials responsible for the formulation and implementation of policies and plans on deployment of teachers at headquarters, provincial and district levels.

Four (4) provinces were selected for the collection of audit evidence namely Southern, Copperbelt, Northern and Lusaka. Within the provinces, a sample of three (3) PEOs and eight (8) DEBS offices were selected. The provinces, the PEOs and the DEBS were all selected on the basis of the rural and urban dimension in order to get a balanced picture of the teacher deployment exercise. In addition, a survey was conducted through questionnaires in which ninety three (93) basic schools were included.<sup>1</sup> Of these schools, eighty eight (88), representing (95%) responded to the questionnaires (Appendix1).

The following methods of data collection were used:

### Interviews

Interviews were conducted with key staff in order to obtain an understanding of the audit area and also to gather audit evidence on teacher deployment in basic schools as well as to confirm the responses obtained through interviews (Appendix 2).

### Document Review

Documents were reviewed with a purpose of understanding the operations of the Ministry with regard to the deployment of teachers to basic schools (Appendix 3).

### Questionnaires

In the school survey, questionnaires were administered to the basic schools to collect quantitative and qualitative data on teacher deployment, pupil enrolments, teacher pay-points, transfers and training.

### Field Observations

The audit team also visited school premises to verify the availability of teachers, teacher accommodation and the condition of the schools.

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<sup>1</sup> The sample of basic schools was drawn strategically to provide an even mix of rural, peri-urban and urban schools, and also small, medium and large schools. The sample is to some extent validated against educational statistics at the national level. For instance, the average Pupil Teacher Ratio (PTR) in the School Survey was 46.7, compared to the national PTR at 47.6 in 2010 (Grade 1 - 9), which indicates that the sample is a fair approximation to the national population of basic schools.

## 2. Audit Criteria

### a. Pupil Teacher Ratios (PTRs)

The PTR is the average number of pupils per teacher at a specific level of education in a given school year. The PTR is used as a measure to assess quality of education. It is generally assumed that a lower pupil/teacher ratio signifies smaller classes, which allows teachers to concentrate more on individual pupils, resulting in better performance of pupils.<sup>2</sup>

According to CAP 134, Section 12(9) (2) of the Laws of Zambia, the number of pupils receiving instruction in any one class should not exceed:

- In the case of a primary school.
- In the case of a Grade 8 to 9.

The National Implementation Framework (NIF) 2008 to 2010 applied the ratios as shown in table 2 below.

**Table 2: Pupil Teacher Ratio for different Grade Groups in Basic Schools**

Grades	PTR
1 – 4	60 – 1
5 – 7	41 – 1
8 – 9	37 – 1

### b. Standard Establishment in Basic Schools

According to the Ministry of Education School Establishment Report of 2010, the Standards Directorate developed the standards of staffing required for the Ministry to provide quality education specifying the number of staffing of teachers required for basic schools.

The factors stated to determine the establishment of basic schools include population of school-age children, infrastructure development, subjects taught, subject options, enrolment, school grading and teacher retention. Table 3 below shows the calculated standard establishment based on these factors.

<sup>2</sup> MoE. 2008 Statistical Bulletin, Republic of Zambia, page 43. It should be noted that quality in learning does not always become more efficient and effective when PTRs are low. Other factors also contribute, such as availability and adequate teaching materiel, teacher qualifications and the motivation of teachers.

**Table 3: Calculated Establishments in Basic Schools**

	Average Enrolment	No. of streams (classes per grade)		No. of Teacher positions
		1 – 7	8 - 9	
Grade III				
Small	≤ 350	1	2	15
Medium	351 – 700	2	2	24
Large	701 – 1,220	3	2	37
<b>Grade II</b>				
Small	1,221 – 1,330	4	3	39
Medium	1,331 – 1,680	4	3	53
<b>Grade I</b>				
Small	1,681 – 1,960	6	4	60
Large	1,961 – 2,310	6	4	68

Source: MOE School Establishment Report 2010

### c. Recruitment and Deployment of Teachers

According to the Education Policy, the Ministry is responsible for recruitment and deployment of teachers. The recruitment and deployment is done through the HRA directorate. The Standards Directorate advises the Ministry on the staffing levels in schools, measures the overall quality in the education system as well as coordinating its activities with those of HRA and other departments.

According to the Ministry's deployment policy regulations 2010, the following factors are supposed to be considered during recruitment, deployment and transfer of teachers:

#### i. Choice of Station

The possible candidates should be sent to areas of their preference. However, where one province has more applicants under consideration and other provinces have exhausted the applicants, the province with excess applicants can export to the provinces with deficits.

#### ii. Distribution of Married Teachers

Teachers should be employed in specific schools where vacancies exist. Where a married teacher accepts a position in a school far from their matrimonial home, they are expected to serve in such a school for at least two years before they can be considered for transfer.

### iii. Candidates with Medical Conditions

It is a general principle for all employers to employ people who are certified fit. It is for this reason that all those employed should prove that they are certified fit before being posted to a station. Those who are not fit should not be employed and as such once a teacher is posted, it is not expected for such a person to come back with an excuse of a medical condition requiring them to be near a big hospital.

### iv. Type of Teacher Transfers

For a transfer to be effected, it is a condition that there should be available a payroll vacancy at the school where a teacher is transferring to.

There are three (3) types of transfers, these are:

- Transfers within the district which are managed by DEBS;
- Transfers within the province which are managed by PEO;
- Transfers from one region to another and managed by the Permanent Secretary

## d. Entitlement of teachers

Apart from their basic salary, teachers are entitled to:

### i. Rural Hardship Allowance

Rural schools are classified in four categories; according to the district's remoteness and a particular school's distance from the nearest district centre. The rural hardship allowance is paid at 20% of the monthly basic salary.<sup>3</sup>

These categories are:

A – 30 to 70 km from the nearest district centre

B – 25 to 70 km from the nearest district centre

C – 20 to 70 km from the nearest district centre

D – 0 to 15 km from the nearest district centre

### ii. Remote Allowance

A remote school is a school whose distance is over 70km from the nearest district centre for category A, B and C and over 15 km for category D. Teachers at such schools are entitled to remote allowance which is 25% of the monthly basic salary.

<sup>3</sup> Source: Public Service Management Division Circular No. B2 of 2010

The teacher qualifying to receive the remote allowance is not eligible to receive the rural hardship allowance or vice versa.

**iii. Accommodation for Teachers provided by Schools**

Teachers are supposed to be accommodated in houses provided by the school. In the absence of such accommodation, they are paid a housing allowance according to their salary scale. The provision of housing allowance or residential accommodation to basic school teachers serves as a motivation to retain teachers especially those in the rural areas.

### 3. Description of Audit Area

The Ministry derives its mandate from the Education Act No. 13 of 1995, Cap 134 of the Laws of Zambia and is responsible for deploying teachers through its various directorates.

The Permanent Secretary is responsible for seeking Cabinet authority to recruit teachers through the Public Service Management Division. Once granted, authority details the number of teachers to be employed and introduced on the payroll for each district and province.

The Permanent Secretary is also responsible for advertising vacant positions through the public media and to indicate the respective DEBS' offices they wish to be deployed to.

Selection committees in districts conduct the selections. Upon completion of the selections, another committee comprising ministerial headquarters and provincial representatives meet to prepare a consolidated national list in readiness for publication in the public media.

The Human Resource and Administration Directorate is responsible for ensuring that the Ministry deploys, retains and upgrades the performance levels of teachers.

The roles of the Standards and Curriculum Directorate are to advise on staffing levels in schools measuring the overall quality of the system and to coordinate its activities with those of the Human Resources and Administration as well as other departments in the Ministry

Provincial Education Offices (PEOs) and the District Educational Board Secretaries (DEBS) are also responsible for the recruitment of teachers who have applied for placement in basic schools within their jurisdiction.

According the strategic plan, the Ministry planned to implement the increase of incentives for teachers to work in rural and remote areas, particularly female teachers, in terms of fast track promotions and upgrading opportunities, in addition to the current hardship allowances.<sup>4</sup>

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4 The National Implementation Framework (NIF) 2008-2010, page 16-17.

## 4. Findings

### a. Unequal Deployment of Teachers in Basic Schools

The PTRs for Basic schools (Grades 1-7) varied between 52-1 and 55-1 during the years 2007 to 2009. In 2010, the PTR was approximately 50-1 as shown in Table 4 below.

**Table 4: PTR by Grade Group and Province in 2010**

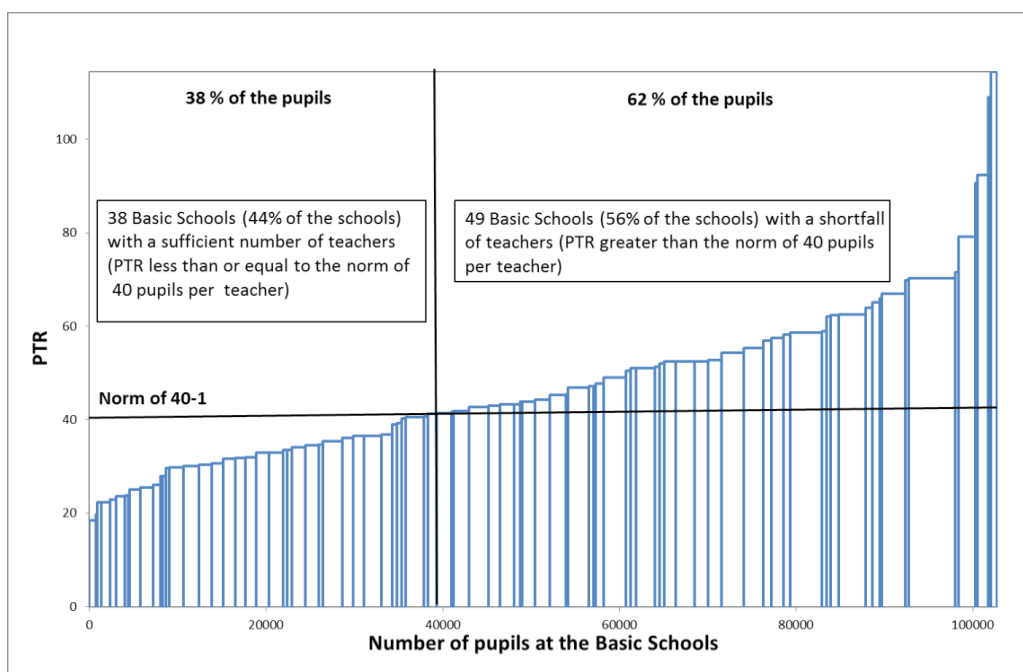
	Gr. 1-4*	Gr. 5-7	Gr. 1-7	Gr. 8-9	Gr. 1-9
<b>Central</b>	62.2	36.8	49.2	47.2	37.6
<b>Copperbelt</b>	54.9	37.3	45.5	44.1	38.2
<b>Eastern</b>	79.8	41.0	60.3	57.4	39.5
<b>Luapula</b>	78.4	41.1	60.1	57.2	41.6
<b>Lusaka</b>	51.0	39.0	44.5	43.1	36.3
<b>N. Western</b>	66.5	35.6	51.1	48.4	35.0
<b>Northern</b>	73.8	36.7	55.0	53.1	38.0
<b>Southern</b>	55.7	33.6	44.2	42.3	33.1
<b>Western</b>	63.5	31.5	47.2	44.8	32.3
<b>National</b>	<b>63.5</b>	<b>36.9</b>	<b>49.8</b>	<b>36.8</b>	<b>47.6</b>

Source: 2010 Educational Statistical Bulletin, Republic of Zambia

There were substantial differences in average PTR among the provinces for all grade groups. For instance, for grade 1-4 the PTR for Eastern province was approximately 80-1, while for Lusaka province the PTR were just above 50-1. The National PTR, did not give detailed information about the differences in PTR in the basic schools.

According to the results from the survey conducted during the audit, forty nine (49) out of the eighty eight (88) schools surveyed, representing 56%, had shortfalls of teachers compared to a norm of 40-1 pupil per teacher. It was also observed that larger schools generally had a shortfall of teachers than the smaller ones. See figure below.

**Figure 1: Pupil Teacher Ratio (PTR) at the Basic Schools (N=88).<sup>5</sup>**



However, the picture is varied, especially for the small schools with a PTR ranging from 20-1 to more than 100-1 at some schools. In total, 62 % of the pupils are enrolled at schools with fewer teachers than the norm, while 38 % of the pupils are enrolled at schools with a higher number of teachers than the norm.

The figure also shows that almost 20% of the pupils are enrolled at schools with a PTR of 60-1 or more, while approximately 10 % of the pupils are enrolled at schools with a PTR as low as 30-1 or less.

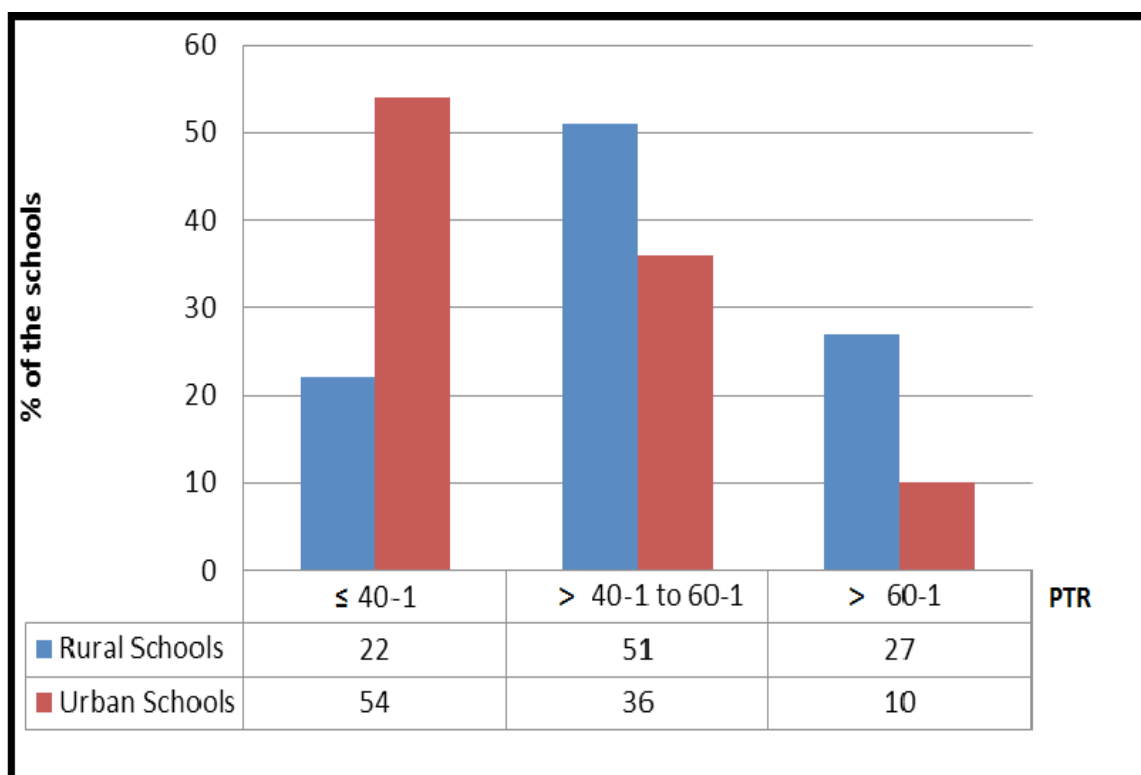
## **b. Unequal Availability of Teachers between Urban and Rural Areas**

Zambia still experiences shortage of teachers, especially in the rural parts of the country<sup>6</sup>. The results of the survey highlighted disparities between rural and urban areas as shown in Figure 2 below.

<sup>5</sup> Each school is represented with a bar in the diagram. In total there were more than 100 000 pupils enrolled at the 88 schools in the sample. The wider the bar, the more pupils are enrolled at the same school, ranging from 191 pupils (Chikota Basic, Luwingu) to 5,268 pupils (John Laing Basic, Lusaka).

<sup>6</sup> 2010 Educational Statistical Bulletin, Republic of Zambia, page 65

**Figure 2: The percentage of urban and rural schools falling in PTR ranges of 40-1 or less, between 40-1 and 60-1 and more than 60-1.**



Source: The OAG School Survey

As can be seen in the figure above, more than 50 % of the basic schools in urban areas had PTRs of 40-1 or less while only 22 % of the rural schools were in the same PTR range. In the PTR range 40-1 and 60-1 the percentage was 51% and 36% for rural and urban schools respectively, while 27% and 10% of the rural and urban schools respectively were in the category of PTRs of 60-1 or more. The survey further revealed that PTRs in rural schools were significantly higher than in urban schools. For grades 1-4, PTRs were 77:1 and 56:1 in rural and urban schools respectively. PTRs for grades 5-7 were 56:1 for rural schools and 51:1 for urban.

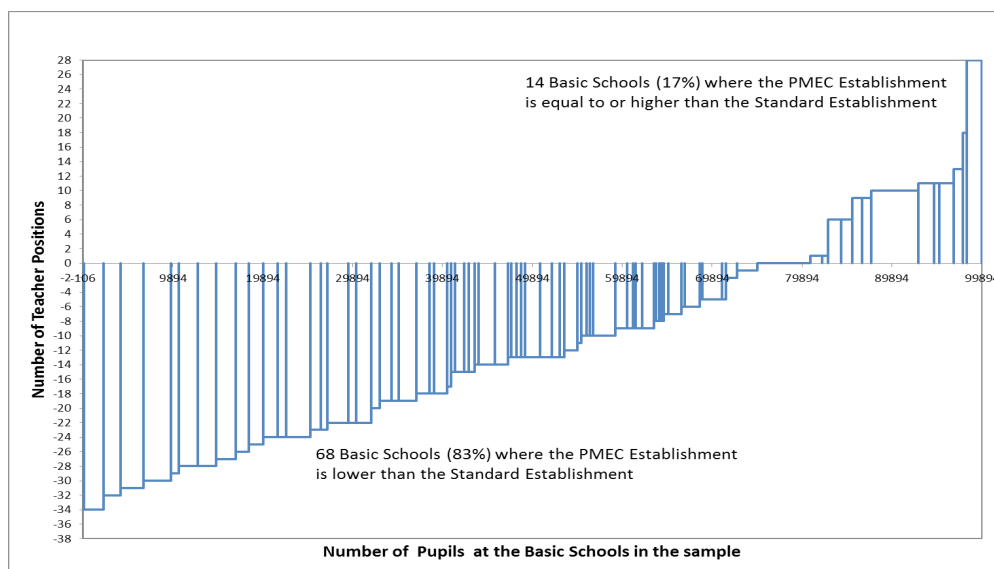
### c. **The Current Establishment in Basic Schools was not Meeting the Standard Establishment**

The HRA Directorate used PMEC system to deploy teachers to schools while the Standards Directorate had a recommended formula of using the number of classes at a basic school.

Documentary review revealed the current establishment used by PMEC was simply constructed from a head count and did not reflect the actual requirements for staffing levels.

A comparison of the two systems revealed significant differences in the number of teachers required and the number of teachers on the PMEC establishment for the schools visited. It was revealed that most schools had a shortage of teachers and therefore needed additional teachers to meet the requirements. See figure below:

**Figure 3: Differences between PMEC Establishment and Standards Establishment on Teacher Position Vacancy at Schools surveyed.**



Source: School Survey

Figure 3 above shows that of the total of eighty two (82) schools, sixty eight (68) schools or 83% had a lower number of teachers than the standard establishment while only fourteen (14) basic schools or 17% met or were above the standard establishment.

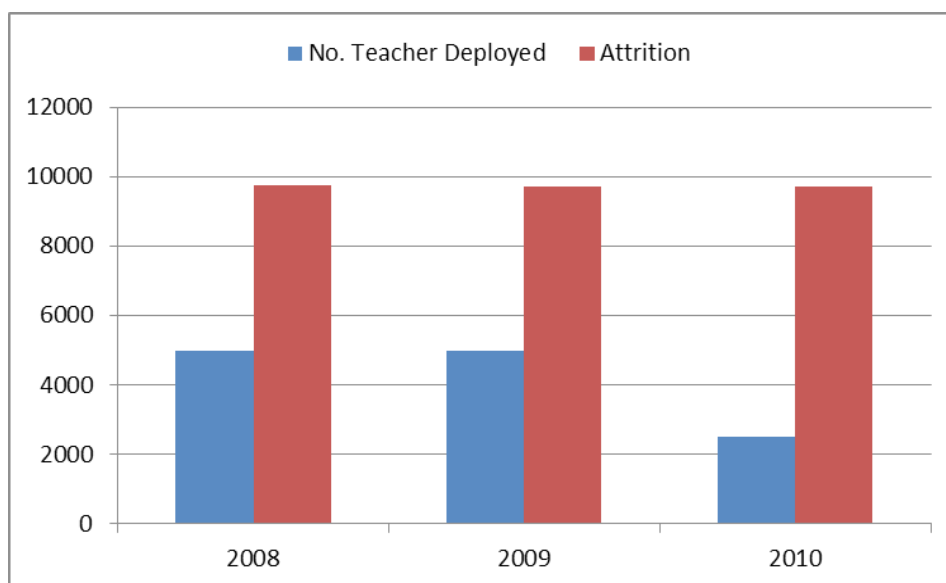
Some of the possible causes of the weaknesses in the deployment of teachers in basic schools are described and analysed below:

#### i. Teacher Attrition in Basic Schools

The total enrolment of pupils at basic schools in Zambia increased from 109,440 in 2008 to 114,000 in 2010, representing an increase of 4%. Meanwhile, during the same period 27,000 teachers left the system and 12,500 teachers were employed as shown in Figure 4.<sup>7</sup>

<sup>7</sup> Information from the MoE

**Figure 4: Deployment Rate Against Attrition Rate 2008 - 2010**



Source: 2008 - 2010 Educational Statistical Bulletin, Republic of Zambia

However, in 2010, Government authorised the Ministry to employ 2,500 teachers only, which was half the number authorised in each of the two preceding years.

## **ii. Unreliable Vacancy Data for Determining Teacher Vacancies**

To identify vacancies for teachers, the Ministry relies on staff assignment reports provided for by the Public Service Management Division. The reports, derived from PMEC, show vacancies for each individual school including details such as number of positions. Subsequently, the information is sent to PEO and DEBS be used as a basis for the recruitment and deployment plans. However, the analyses of the data used in the identification of teacher vacancies revealed distortions in the data thereby rendering them unreliable. The distortions were:

- **Teachers Appearing on Pay Roll Different from Their Stations**

The PMEC payroll for teachers did not reflect the true position of what was actually obtaining on the ground. Information obtained from the schools visited during the audit revealed that teachers teaching at a particular school, for instance, were being paid from another school. A teacher could be teaching in a particular district and his or her salary drawn from another district although these instances were less than those of within the district. The following illustrates the effect that this has on vacancy information:

Name of School and District	Establishment	Actual No. Teachers	Pupil Enrolment	Pupil Teacher Ratio			No. of teachers paid at this schools but teaching at other schools	No. of teachers teaching at this school but paid from others
				1-4	5-7	8-9		
Chawama Basic Ndola	40	50	2,028	50-1	50-1	50-1	9	24

On the ground, Chawama basic would be said to have more teachers since its establishment can take forty (40) teachers but actually has fifty (50) teachers. On the payroll, the total number of teachers paid from this school is 35 instead of 40 as analysed below:

	Number of actual teachers	50
<b>Less</b>	Teachers teaching at this school but paid elsewhere	(24)
<b>Add</b>	Number of teachers paid at this school but teaching elsewhere	9
	Total number of teachers paid at this school	35

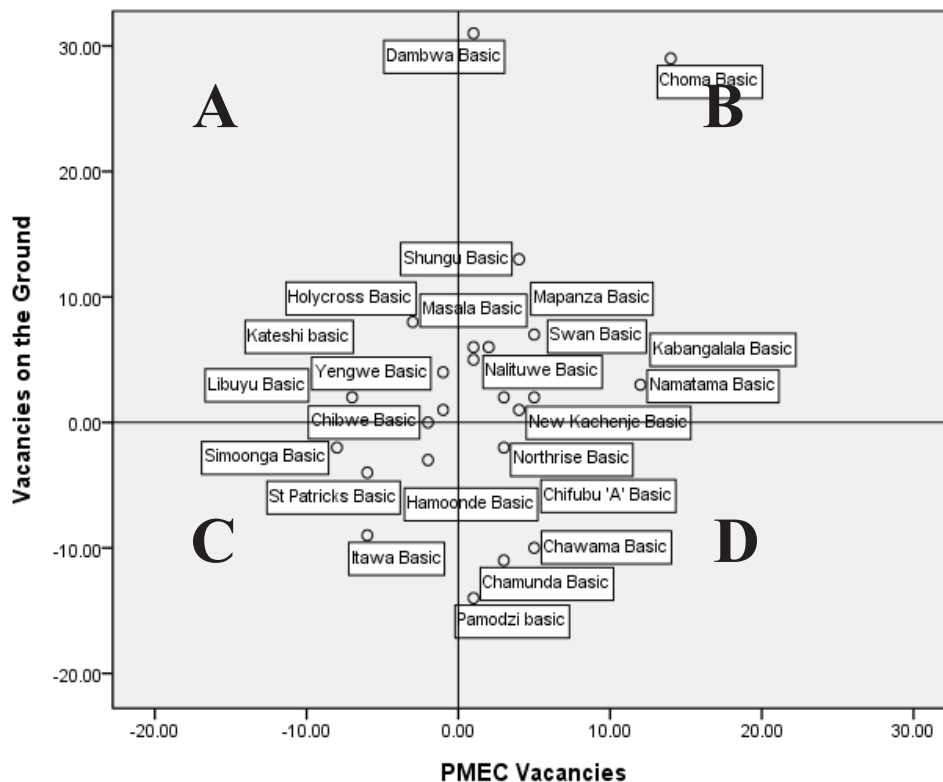
Since thirty five (35) teachers get paid from this school, payroll (staff assignment) information will indicate that five (5) vacancies are available.

	Establishment	40
<b>Less:</b>	teachers being paid at this school	(35)
	Vacancies	5

Using payroll information, five (5) teachers would be posted to the school when in fact the school was over staffed by ten (10) teachers.

The audit revealed that less than half of the schools were able to provide complete payroll information. It was therefore, only possible to measure the effects of the distortion of payroll data on a small sample of schools. The analysis shows that some schools were placed in an unfavourable situation since the vacancies observed on the ground were substantially higher than those reflected in PMEC. See figure below.

**Figure5:PMEC-vacanciesagainstvacanciesonthe groundin25BasicSchools**



The figure shows that nine (9) of the twenty five (25) schools (36%) have too many teachers according to the PMEC establishment (A and C), while sixteen (16) schools (64%) have PMEC vacancies (B and D). It also shows that seventeen (17) schools (68%) have vacancies on the ground (A and B), while eight (8) schools (32%) have more teachers on the ground than the PMEC establishment (C and D). For some of the schools the analysis reveals significant differences between the number of PMEC vacancies and the number of vacancies observed on the ground. The situation at Choma, Dambwa, Namatama and Holycross is further illustrated in Table 6 below.

Basic School	Vacancies		Variance
	PMEC	Actual	
Dambwa	1	30	29
Choma	14	29	15
Holycross	3	8	5
Namatama	12	3	(9)

The teacher establishment at the twenty five (25) schools were 901 in total, while the actual number of teachers was 832, representing 92% of the establishment. Out of the 832 teachers, 492 teachers (60%) were teaching at schools other than where they were paid.

For the twenty five (25) schools, PMEC reflected thirty five (35) vacancies as compared to sixty nine (69) actual vacancies at the schools.

- **Ungazetted Schools and Schools not on Establishment Register**

Interviews conducted and records examined at the offices of the Luwingu, Kasama and Masaiti District Education Board Secretaries revealed that there twenty three (23) basic schools were not recorded in the establishment register and included seventeen (17) basic schools which had not been gazette. Meanwhile it was observed that there were a total of sixty five (65) teachers at the schools. **Appendix 4** refers.

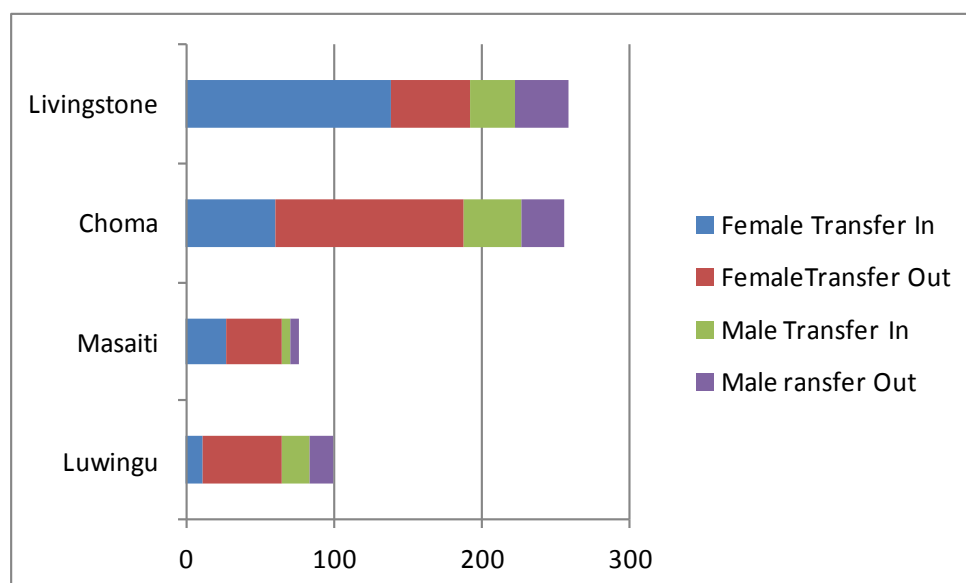
Further, although six (6) schools in Luwingu and Kasama were gazetted in 2009, they had no approved establishment and were not on PMEC payroll system as at the date of audit. See Appendix 4.

### **iii. Non Adherence to Transfers Guidelines**

Interviews conducted at PEOs and DEBS offices revealed that this was caused by inadequate pay points for teachers transferred and also the inadequate payroll vacancies to accommodate transfers to urban schools. The teacher transfers in these respective provinces were high and were not dealt with immediately. The transfer backlog also resulted in volumes of pay point disparities for teachers in affected schools.

Although it is Government policy to encourage female teachers to serve in rural areas an analysis of data collected on transfers, revealed that female teachers were transferred more often than their male counterparts. For instance, analysis of information on transfers obtained in Livingstone, Choma, and Masaiti and Luwingu districts was as illustrated in the figure below.

**Figure 6: Teacher Transfers Made between 2008 - 2011**



Source: The OAG School Survey

A total of 689 transfers were processed in the four (4) districts between the years 2008 - 2011 of which 180 (26%) were transfers involving male teachers while 509 (74%) were transfers of female teachers. Luwingu processed more transfers (53 transfers out, representing 54%) of females leaving the district than those coming to the district. Of the transfers that were processed in Masaiti and Choma, 50% involved females leaving the district. Inversely, in Livingstone, 54% of the transfers were for females coming into the district.

The investigation revealed that teachers requested to be transferred based on marital status, that is, to join their spouses, and on medical grounds; that is in instances where teachers had chronic illnesses requiring proximity to a big medical facility.

#### **iv. Inadequate Measures and Incentives to Retain Teachers in Rural Areas**

An analysis of data for Choma, Kasama, Luwingu and Masaiti districts which had a combination of schools near to and far from the DEBS revealed that the further away the nearest DEBS is located, the poorer the coverage of teachers.<sup>8</sup>

<sup>8</sup> Lusaka, Livingstone and Ndola were excluded from the analysis because of minimal distances of the schools from the DEBS.

This is illustrated in Figure 7 below.

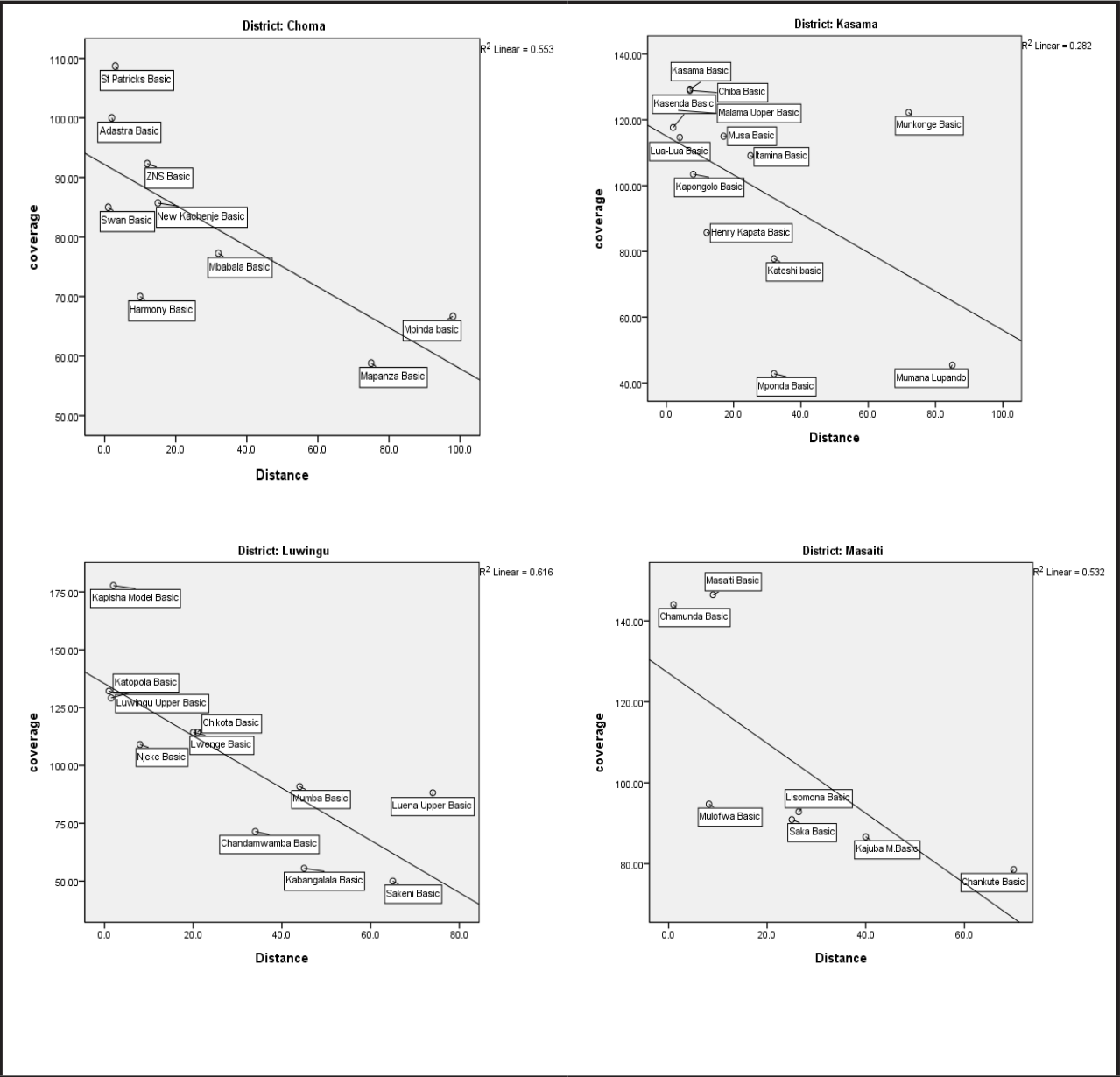


Figure 7: The Coverage of Teachers in Choma, Kasama, Luwingu and Masaiti against the Distance to the Nearest DEBS

A few basic schools are excluded from the analysis since their coverage of teachers deviate very strongly when compared to the other rural schools in the sample. A possible cause could be deficiencies in the classification of rural schools. For instance, Hamonde Basic is far from Choma, but along Macha Rd and only 6 km from Macha hospital. Chibwe Basic is also far from Choma, but along Namwala Rd and only 3 km from Mapanza mission where there is both a school and a small hospital. Kabwata Basic is far from Masaiti, but along the Ndola Rd and with easy access to Ndola. Another possible cause could be special conditions relating to specific schools. For instance, Don Bosco and Tolopa both have high teacher coverage and are identified as schools where teachers with serious medical conditions are transferred to.

In the illustration above, the coverage of teachers is measured as the percentage of actual number of teachers to the establishment at the schools. For instance, coverage of 100% indicates that the actual number of teachers at a school is equivalent to the establishment, while coverage of 150 or 50% indicates that the actual number of teachers at a school is 50% higher or 50% lower than the establishment respectively.

Each school in the four (4) districts is identified by name. On average there is a clear inverse relationship between the teacher coverage at schools and the proximity to the DEBS office.

In fact for Choma, Kasama, Luwingu and Masaiti, 38% of the variation in the coverage of teachers is statistically explained by the distance from the DEBS. The explained variation ranges from more than 60% for Luwingu, approximately 50% for Choma and Masaiti and 28% for Kasama.

Among the responses given in the schools survey and additional interviews conducted revealed that teachers want to move to or remain in urban areas for varied reasons, most notable are:

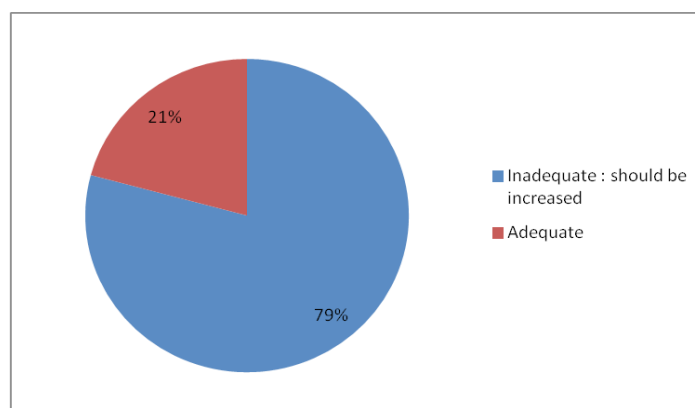
- **Rural Hardship and Remote Allowances are Perceived as Inadequate**

The rural hardship and remote allowances are paid to teachers in schools that are eligible, but allowances, in most cases which ranged from K355, 180 to K1, 296,711<sup>9</sup> were considered too low and therefore teachers were not motivated to be posted to rural areas.

The survey conducted in rural basic schools in Luwingu, Choma, Kasama and Masaiti revealed various issues pertaining to the payment of rural hardship and remote allowances as shown in the table below.

<sup>9</sup> The figures were calculated on Education Salary Scale 04 and 12, for the highest and lowest rural hardship allowance, at 20%

**Figure 8: Teachers' Responses on Rural Hardship and Remote Allowances**



Source: The OAG School Survey Results

Out of the twenty four (24) heads of schools or their representatives, nineteen (19), representing 79% of rural schools visited were of the view that the allowances were inadequate and therefore needed to be increased. Five (5), representing 21% were of the view that the allowances were adequate.

- Inadequate Housing for Teachers**

According to records maintained at the Ministry headquarters there are more basic school teachers than teachers' houses.

The lack of adequate and suitable accommodation for teachers continues to be a major challenge countrywide as teachers outnumber the available accommodation. Table 5 below illustrates the situation province by province.

**Table 5: Staff Houses by Type/Province against the Number of Teachers**

Province	Total No. of Houses		% (Temporal Houses)		No. of Incomplete houses		Total No. of Teachers	Estimated Shortfall of Houses
A	B	C	D	E	F	G	H	H - C
	2008	2010	2008	2010	2008	2010	2010	2010
Central	2,526	2,667	30	33	438	461	6,018	3,351
Copperbelt	1,571	1,431	15	15	67	74	7,827	6,396
Eastern	3,375	3,324	26	28	396	462	5,136	1,812
Luapula	1,588	1,566	32	29	87	123	3,683	2,117
Lusaka	1,239	1,300	8	7	55	63	6,030	4,730
North Western	2,321	2,286	44	46	153	171	3,678	1,392
Northern	3,882	3,792	47	48	382	503	6,957	3,165
Southern	3,541	3,662	22	24	421	527	7,331	3,669
Western	3,320	3,539	59	63	209	200	4,434	895
<b>Total</b>	<b>23,363</b>	<b>23,567</b>			<b>2208</b>	<b>2584</b>	<b>51,094</b>	<b>27,527</b>

Source: 2010 and 2008 Education Statistical Bulletin

The shortfall in housing is arrived at by comparing the number of teachers with the number of houses available that C-H.

Consequently, teachers have been compelled to arrange temporary accommodation by either erecting structures or renting from the villagers to alleviate the accommodation problem, the teachers have been living in the so called temporary structures for years.

It was observed in this regard that, the temporary houses constitutes 36% of the total housing stock countrywide and account for 46% in North Western Province, 48% in Northern and 63% in Western Province.

The number of permanent houses remains below a measure of one teacher per house. This has necessitated the construction of temporary houses in order to ease the burden of accommodation for teachers. The temporary houses are improvised structures built as a temporary solution, usually of low cost and require constant attention. See pictures below.



*Teachers' houses at Chifumo and Sakeni Basic Schools in Luwingu and Mulela Basic School in Mpongwe*

The table also shows that there has been an increase in the number of teachers' houses from 2008 to 2010 in most of the provinces, although Copperbelt, Luapula, Northern and North Western provinces recorded a decrease in the housing units.

Further, newly constructed schools, e.g. Lwimbo Middle Basic School in Kasama, were constructed and opened for use without peripheral infrastructure such as staff and latrine accommodation contrary to the of Chapter 194 Part VII S 49 and Chapter 198 S4 of the Laws of Zambia .

## 5. Conclusion

The report has revealed significant differences in access to teachers among the pupils in basic schools across the country and thus unequal access to high quality learning. A comparison of the PMEC Establishment and the Standard Establishment has revealed that most basic schools have failed to meet the proposed standards for different categories of basic schools. The PTR is significantly higher in rural schools than in urban schools such that, on average it is 52-1 in rural schools and 41-1 in urban schools.

The data used to identify teacher vacancies is, to some extent, unreliable resulting in distorted vacancy information. This is despite the fact that there are already procedures in place to ensure that such distortions in deployment are avoided or eliminated. These weaknesses have resulted in failure to have payroll establishments for the newly constructed and gazetted schools, which also has led to distortions in vacancy information obtaining in schools from which teachers are drawn to fill vacancies in such schools.

Teachers are transferred to schools where there are no payroll vacancies; as a result some teachers have pay points which are different from their current stations. It has also been observed that the transfers of such teachers are effected even before they have served the minimum of two years at their current schools. Female teachers in this respect are transferred more often than their male counterparts and mostly leaving rural schools in preference to urban schools claiming to either follow their spouses or to be near a medical institution.

The consequence of this has been that the pupil teacher ratios in rural schools have continued to decline. The fact that the condition of having available a payroll vacancy is not adhered to, making the whole situation worse and perpetuating the problem of teachers having pay points at schools where they do not teach hence affecting deployment of teachers to such schools.

Although decent accommodation is one of the incentives used to attract teachers to rural schools, the inadequacy of such accommodation has discouraged teachers, particularly female ones, from accepting deployment to such schools. This problem has caused teachers to make private arrangement for decent accommodation mostly in distant places from their schools. This has affected the attractiveness of rural basic schools.

It is also evident from interviews conducted that most teachers want to be posted to urban schools for both professional and personal reasons, and the reason include availability of training opportunities and other social amenities.

Therefore, it is evident that the Ministry has not put in place adequate measures and incentives to encourage teachers to remain in rural schools. In addition, the deployment of teachers has not addressed the issues of staff balancing.

The country is in a situation where we have too few teachers, a high teacher attrition rate, increasing enrolment in basic schools and inequality in access to teachers between urban and rural areas. The teacher workforce is a scarce resource and needs to be fully utilised to realise its potential. Given the current deficiencies in the manner in which teachers are deployed in basic schools in Zambia, it is unlikely that government will attain the provision of sufficient and well-motivated teachers in the quest to provide quality education in basic schools throughout the country in line with MDG No. 2.

## 6. Recommendations

- a.** The Ministry of Education should ensure that establishments for schools are revised appropriately. The Ministry must also align teacher's pay points to their respective schools to avoid distortions as this affects the data used for deployment of teachers. The Ministry should also ensure that schools are gazetted and put on the establishment on time.
- b.** The Ministry should ensure that the guidelines on recruitment and transfers are adhered to strictly. Failure to adhere to the guidelines has an adverse effect on teacher deployment especially in rural areas.
- c.** The Ministry should ensure that the provision of teachers' accommodation, particularly in rural areas, is made on a sustainable basis.

The Ministry's training programme of teachers should not only be equitable but it should be seen to be equitable.

- d.** The Ministry should coordinate effectively with other key ministries such as Local Government and Housing, Health, Energy, Lands and Environmental Protection to ensure that projects of construction of schools and teachers' houses meet the minimum required standards.

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# Appendix1:

## Provincial Educational Offices, District Educational Boards and Basic Schools visited.

Provincial Education Office	District Education Boards	Schools		Provincial Education Office	District Education Boards	Schools
<b>Southern</b>	<b>Choma</b>	Chibwe Basic		<b>Northern</b>	<b>Kasama</b>	Malama Upper Basic
		Harmony Basic				Kasenda Basic
		Shampande Basic				Kapongolo Basic
		St Patricks Basic				Musa Basic
		Swan Basic				Musenga Basic
		Adastra Basic				Chiba Basic
		Choma Basic				Munkonge Basic
		ZNS Basic				Mumana Lupando
		Mapanza Basic				Kateshi basic
		Mpinda basic				Lukulu South Mid. Basic
		Hamoonde Basic				Mponda Basic
		Mbabala Basic				Lua-Lua Basic
		New Kachenje Basic				Lwimbo Basic
						Henry Kapata Basic
	<b>Livingstone</b>	Mahulolo Basic				Itamina Basic
		Mulwani Basic				Kasama Basic
		Nalituwe Basic				
		Holycross Basic			<b>Luwingu</b>	Lwenge Basic
		Maria Assumpta Basic				Sakeni Basic
		Maramba Basic				Mumba Basic
		Namatama Basic				Don Bosco Basic
		Dambwa Basic				Katopola Basic
		Shungu Basic				Ipusukilo Basic
		Simoonga Basic				Kabangalala Basic
		Christ the King Basic				Musebo Busaka
		Libuyu Basic				Njeke Basic
						Chikota Basic
						Chandamwamba Basic
<b>Copperbelt</b>	<b>Ndola</b>	Masala Basic				Luena Upper Basic
		Twapia Basic				Tolopa Basic
		Kaniki Basic				Mukanga Mid.Basic
		S M Kapwepwe				Luwingu Upper Basic
		Chifubu 'A' Basic				Kapisha Model Basic
		Pamodzi basic				Sokontwe Basic
		Dambo Basic				
		Northrise Basic		<b>Lusaka</b>	<b>Lusaka</b>	St. Monica's Basic
		Kansenshi Basic				John Laing Basic
		Chawama Basic				Goerge Central Basic
		Kanini Basic				Muchinga Basic
		Ndola Basic				Edwin Mulongoti Basic
		Dag Hammarjold Basic				Matero East Basic
		Lubuto Basic				Matero Boys Basic
		Mwenge Basic				Jacaranda Basic
		Yengwe Basic				
		Ndeke Basic				
		Itawa Basic				
				<b>Lusaka</b>	<b>Lusaka</b>	St. Monica's Basic
	<b>Masaiti</b>	Masaiti Basic				John Laing Basic
		Chamunda Basic				Goerge Central Basic
		Mulofwa Basic				Muchinga Basic
		Lisomona Basic				Edwin Mulongoti Basic
		Kajuba M.Basic				Matero East Basic
		Kabwata Basic				Matero Boys Basic
		Chankute Basic				Jacaranda Basic

## Appendix 2:

### Interviews at Provincial Educational Offices, District Educational Boards and Basic Schools

Interviews were conducted with key staff in order to gain understanding and knowledge of teacher distribution in basic schools. The following were the staff that was interviewed:

- **Ministry headquarters,**

- Assistant Director Human Resource and Administration
- Director Standards and Curriculum
- Director Planning and Information
- Chief Human Resource Officer
- Senior Human Resource Officer
- Ag Human Resource Officer

- **Provincial Education Offices**

- Provincial Education Officer
- Senior Planning Officer
- Human Resource Officer

- **District Education Board Secretary (DEBS)**

- District Education Officer
- Planning Officer
- Assistant Human Resource Officer

## Appendix 3:

### Documents reviewed and the reason for the review:

Document	Reasons for Review
Organization Structure and Chart,	To ascertain the various positions and departments within the organization. Also to ascertain the links between departments/units/sections.
National Development Plans(Fifth and Sixth)	To obtain plans in the education sector for the long term.
Strategic Plan 2003 - 2007,	To establish the goals, mission and objectives of the Ministry of Education in relation to our audit area.
Approved Work Plan and Budget, 2008 - 2011	To establish the expenditure and funding details of the Ministry in relation to our audit area.
	To obtain information on the operational aspects of our audit area.
National Policy on Education, Educating Our Future of 1996,	To establish the policies in place pertaining distribution of teachers.
The National Implementation Framework 2008 to 2010,	This document's objective is to operationalise the FNDP. This document was reviewed to know how teacher distribution would be operationalised.
Infrastructure operational plans for the years 2008-2010,	To establish the number of teachers houses planned, constructed or rehabilitated and at what cost.
Statistical Bulletin-2007, 2008 and 2010 Ministry of Education,	To obtain statistics of teachers and their distribution, Government basic schools, staff houses and pupil
Establishment Registers for the Ministry	To obtain establishments for various basic schools
Internal audit reports for the Ministry on the payroll 2010 & 2011,for some provinces	To gain understanding for the area
Internal audit report from PMEC support services division-Lusaka DEBS of 2009	To gain understanding for the area
The MOE proposed school establishment report	To understand school establishments

## Appendix 4:

### List of Schools not on the Establishment Register

Name of School	District	Year of Establishment	No. of Actual Teachers	Gazetted	Year Gazetted	In Establishment Register
Chifumo	Luwingu		5	NO	-	NO
Kabale	Luwingu		1	NO	-	NO
Palangoto	Luwingu		2	NO	-	NO
Sokontwe	Luwingu		4	NO	-	NO
chipushi	Luwingu		2	YES	2009	NO
Muchitu wa mboo	Luwingu			YES	2009	NO
Nsombo B	Luwingu		4	YES	2009	NO
Chembo MB	Masaiti	2008	2	NO	-	NO
Muya MB	Masaiti	2009	3	NO	-	NO
Mwambacimo MB	Masaiti	2008	2	NO	-	NO
Munyemesha MB	Masaiti	2008	3	NO	-	NO
Mumana MB	Masaiti	2009	1	NO	-	NO
Kalulu MB	Masaiti	2008	3	NO	-	NO
Katanino MB	Masaiti	2009	2	NO	-	NO
Kabomba MB	Masaiti	2008	3	NO	-	NO
Kampolomombo MB	Masaiti	2008	4	NO	-	NO
Chinwankulo MB	Masaiti	2008	4	NO	-	NO
Kankoshi MB	Masaiti	2009	3	NO	-	NO
Pyutu MB	Masaiti	2006	4	NO	-	NO
Ifulumo MB	Masaiti	2009	4	NO	-	NO
Twiluke B	Kasama			YES	2009	NO
Safwa	Kasama			YES	2009	NO
Lwimbo	Kasama		9	YES	2009	NO
			<b>65</b>			

Source: OAG School Survey

## Appendix 5:

### Teacher Accommodation covered by the Schools Survey.

DEBs	Schools	No.of teachers	No. of houses	Distance from DEBS (Kms)	DEBs	Schools	No.of teachers	No. of houses	Distance from DEBS (Kms)
Choma	Chibwe Basic	14	5	74	Luwingu	Lwenge Basic	8	0	20
	Harmony Basic	7	0	10		Sakeni Basic	5	0	65
	Shampande Basic	45	6	3		Mumba Basic	10	5	44
	St Patricks Basic	50	0			Don Bosco Basic	14	0	2.5
	Swan Basic	34	0	1		Katopola Basic	31	3	1.5
	Adastra Basic	37	0	2		Ipusukilo Basic	6	0	18
	Choma Basic	13	0	4		Kabangalala Basic	5	1	45
	ZNS Basic	12	2	12		Musebo Busaka	6	2	27
	Mapanza Basic	10	3	75		Njeke Basic	12	5	8
	Mpinda basic	8	4	98		Chikota Basic	8	3	21
	Hamoonde Basic	12	5	65		Chandamwamba Basic	5	0	34
	Mbabala Basic	17	6	32		Luena Upper Basic	15	8	74
	New Kachenje Basic	12	1	15		Tolopa Basic	13	2	6
						Mukanga Mid.Basic	3	0	85
Livingstone	Mahulolo Basic	8	7	25		Luwingu Upper Basic	37	8	1
	Mulwani Basic	64	16	2		Kapisha Model Basic	16	0	2
	Nalituwe Basic	57	4	2		Sokontwe Basic	4	0	35
	Holycross Basic	42	0	0.5					
	Maria Assumpta Basic	36	2	3.5	Ndola	Masala Basic	40	0	5
	Maramba Basic	34	2	3		Twapia Basic	32	8	8
	Namatama Basic	37	3	3		Kaniki Basic	28	5	25
	Dambwa Basic	50	2	4		S M Kapwepwe	29	0	6
	Shungu Basic	58	0	2.5		Chifubu 'A' Basic	43	12	7
	Simoonga Basic	16	6	20		Pamodzi basic	51	3	7
	Christ the King Basic	41	0	4.5		Dambo Basic	40	2	5
	Libuyu Basic	44	1	5		Northrise Basic	45	4	2
						Kansenshi Basic	67	0	5
Kasama	Malama Upper Basic	43	1	3.5		Chawama Basic	50	1	15
	Kasenda Basic	40	2	2		Kanini Basic	48	0	1.5
	Kapongolo Basic	30	5	8		Ndola Basic	41	0	1.5
	Musa Basic	23	5	17		Dag Hammarjold Basic	9	0	15
	Musenga Basic	19	0			Lubuto Basic	44	0	4
	Chiba Basic	49	2	7		Mwenge Basic	25	0	25
	Munkonge Basic	11	5	72		Yengwe Basic	34	3	22
	Mumana Lupando	5	4	85		Ndeke Basic	52	0	10
	Kateshi basic	14	0	32		Itawa Basic	33	0	6
	Lukulu South Mid. Basic	5	0	30					
	Mponda Basic	3	0	32	Masaiti	Masaiti Basic	41	7	9
	Lua-Lua Basic	47	5	4		Chamunda Basic	36	5	1
	Lwimbo Basic	9	0	18		Mulofwa Basic	18	4	8.2
	Henry Kapata Basic	24	4	12		Lisomona Basic	13	4	26.4
	Itamina Basic	12	6	25		Katuba M.Basic	13	7	40
	Kasama Basic	53	6	7		Kabwata Basic	23	10	98
						Chankute Basic	11	3	70
						Saka Basic	10	6	25
Lusaka	St. Monica's Basic	46	4	5		Kafulafuta Basic	17	3	18
	John Laing Basic	75	5	2					
	Goerge Central Basic	40	2	7					
	Muchinga Basic	61	4	7					
	Edwin Mulongoti Basic	38	12	2					
	Matero East Basic	30	2	5					
	Matero Boys Basic	41	11	4					



