



Republic of Zambia

OFFICE OF THE
AUDITOR GENERAL



Performance Audit of Preparedness for Implementation of Sustainable Development Goals in ZAMBIA



REPUBLIC OF ZAMBIA

OFFICE OF THE AUDITOR GENERAL

PERFORMANCE AUDIT

ON THE

**PROVISION OF SPECIAL EDUCATION IN PRIMARY SCHOOLS IN
ZAMBIA FOR THE PERIOD 2014 TO 2018**

Contents

Acronyms and Abbreviations	i
Foreword	ii
Operational Definitions	iii
Executive Summary.....	iv
1.0 Overview	1
1.1 Background.....	1
1.2 Motivation for the Audit.....	3
1.3 Pre-Study	4
1.4 Significance of the Audit.....	5
2.0 Introduction	6
2.1 Main Objective	6
2.1.1 Specific Objectives.....	6
2.2 Audit questions and sub-questions	6
2.3 Scope of the Audit	7
2.4 Audit Limitations.....	7
3.0 Introduction	8
3.1 Research Design	8
3.2 Sample Population and Size	8
3.3 Sampling Technique.....	8
3.4 Data Collection Techniques.....	8
3.4.1 Primary Data.....	9
3.4.2 Secondary Data.....	9
3.5 Data Analysis.....	9
4.0 Introduction	10
4.1 Equipping Schools in readiness to provide education to LSEN	10
4.2 Measures developed to ensure that LSEN have equal opportunities to education	12
4.3 Monitoring and evaluation of Special Educational Needs	13

5.0	Introduction	14
5.1	Equipping of Schools for Provision of Education to LSEN	14
5.1.1	Information on Infrastructure	14
5.1.2	Provision of Teaching and Learning Materials for SE	16
5.1.3	Learner Examination Process	16
5.2	Measures ensuring Equal Opportunities to Education for Children with SEN	17
5.2.1	Identification and Screening	17
5.2.2	Assessment Equipment.....	20
5.2.3	Availability of SE Teachers.....	21
5.2.4	Teaching Skills	23
5.2.5	Teacher Recruitment.....	24
5.3	Learning Structures established for Special Education	25
5.3.1	Availability of SE Schools	25
5.4	Monitoring and Evaluation.....	26
5.4.1	Monitoring Tools.....	28
5.4.2	Recurring Issues in Monitoring	29
5.4.3	Information on SE Teacher Placement.....	31
6.0	Conclusion.....	32
7.0	Recommendations	35
	Appendices.....	37
	Appendix 1	37
	Appendix 2	38

ACRONYMS AND ABBREVIATIONS

CDC	Curriculum Development Centre
DEBS	District Education Board Secretary
ECE	Early Childhood Education
EMIS	Education Management Information System
ESO-SE	Education Standards Officer-Special Education
HR	Human Resource
ICT	Information Communication Technology
INSPRO	Inclusive Schooling Program
LSEN	Learners with Special Educational Needs
MOGE	Ministry of General Education
NIF	National Implementation Framework
PEO	Provincial Education Officer
PEO-SE	Principal Education Officer-Special Education
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SE	Special Education
SEN	Special Educational Needs
SESO-SE	Senior Education Standards Officer-Special Education
TESS	Teacher Education Specialised Services
USAID	United States Aid
UTH	University Teaching Hospital
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNZA	University of Zambia
VI	Visually Impaired
ZAMISE	Zambia Institute of Special Education

FOREWORD

In accordance with Article 250 of the Constitution of Zambia (Amendment) Act No.2 of 2016, I am mandated to conduct Performance and Environmental Audits with the aim of assessing whether Government programs and activities have been implemented in an economic, efficient and effective.

This report has highlighted Sustainable Development Goals (SDGs) 4 and 10 that aim to ensure Quality Education and Reduced Inequalities, respectively. This report aims to discuss the challenges that Learners with Special Educational Needs are facing and makes recommendations on how Special Education (SE) can be improved.

I hereby submit to you the Performance Audit Report on the Provision of Special Education in Primary Schools in Zambia for the period 2014 to 2018.

I would like to thank the staff at the Ministry of General Education for their cooperation during the audit.



Davison K. Mendamenda

ACTING AUDITOR GENERAL

OPERATIONAL DEFINITIONS

This section defines the key terminologies used in the audit on the provision of special education.

Special Education (SE) - This is a form of learning provided to students with exceptional needs such as students with learning disabilities or mental challenges.¹

Learners with Special Educational Needs (LSEN) - This means a restriction in the capacity of a learner to participate in and benefit from education on account of an enduring physical, sensory, mental health or learning disability or any other condition which result in a person learning differently from a person without that condition.²

Inclusive Education is a new approach towards educating the children with learning disabilities and difficulties with that of normal ones within the same roof.³

SE Unit – A classroom set aside in an ordinary school to be used by LSEN for SE.⁴

¹ <https://en.m.wikipedia.org> Accessed on the 10.10.19, 13:38 PM.

² <https://www.oecd.org> Accessed on the 10.09.19, 12:43 PM.

³ Inclusive Learning in India- Concept, need and challenges. 2016 Pg 3222

⁴ Interviews with TESS Directorate.

EXECUTIVE SUMMARY

The Ministry of General Education (MOGE) is responsible for the formulation and implementation of Government policy on early childhood, primary, secondary and teacher training. In addition, it enforces standards and regulations relating to general education. The Ministry is regulated by the Education Act No 23 of 2011.⁵

The Government in its Seventh National Development Plan (7NDP) states that, priority areas for the general education include, Development outcome 2: Improved Education and skills development, Strategy 1: Enhancing access to quality, equitable and inclusive education.⁶

In 1994, Zambia joined several countries at the World Conference on Special Needs Education to reaffirm commitment to Education for All (1990), recognising the necessity and urgency of providing education for children, youth and adults with special educational needs within the regular education system. It had earlier signed the UN Convention on the Rights of the Child (1990) and later the Rights of Persons with Disabilities (2006). Further, the National Policy on Education of 1996 identified Special Education (SE) as an area of special concern.

It was with this background that this audit was carried out. The objective of the audit was to assess whether the Ministry has put in place measures that support the provision of and access to appropriate education to learners with special needs in public primary schools.

Main Findings

1.0 Equipping of Schools for Provision of Education to LSEN

1.1 Information on Infrastructure

According to interviews with the Ministry Management, there were no laid out standard guidelines on infrastructure development. Physical inspection of eight (8) schools and fourteen (14) units revealed that there were no specialised rooms available such as sickbay, multi-purpose gym, resource rooms, assessment and observation room and multi-sensory rooms.⁷ All of the fourteen (14) units visited were allocated one room for all grades or levels under SE.

The Ministry was to construct a special school in each province in 2015 and 2016. However, no schools were constructed as at August 2019. Interviews revealed that due to inadequate funding, only one specialised school was being constructed in Lusaka out of all the ten (10) provinces.

1.2 Provision of Teaching and Learning Materials for SE

In an interview, the Ministry Management indicated that SE did not have a specific budget line allocated to it for the purchase of learning and teaching materials. According to management, SE learning and teaching materials were not procured regularly due to insufficient funding.

Further, interviews with the selected schools and units and review of Annual Reports confirmed that SE teaching and learning materials were in short supply.

⁵ MOGE website

⁶ Zambia's Seventh National Development Plan 2017-2021. Pg 116

⁷ Guidelines for the Implementation of Inclusive Education and Special Education in Zambia August 2016 – pg. 12 , part 6.1.6

1.3 Learner Examination Process

LSEN are expected to sit the same exam as children in the mainstream, except they are eligible to 25% extra writing time.⁸ However, these guidelines did not consider the different disabilities as well as the degrees of disability in these children. For instance, those without limbs or had autism or other specific learning disabilities were still expected to write the same exam.

2.0 Measures ensuring Equal Opportunities to Education for Children with SEN

2.1 Identification and Screening

Educational assessment such as speech and reading were done by teachers while more complex cases were referred to local health facilities. However, the SE schools and local health facilities were not able to assess severe cases as they lacked equipment and referred these to the assessment centres. There are only four (4) SE assessment centres in the country, namely University Teaching Hospital (UTH), Zambia Institute of Special Education (ZAMISE), University of Zambia (UNZA) and Holy Family in Monze. Three (3) were in Lusaka province and only one (1) in Southern Province which made it difficult for those in other provinces to access these centres.

2.1.1 Availability of Teachers

A review of documents revealed that as at December 2016, the teacher-pupil ratio for SE stood at 1:80⁹ against the Ministry standard set in the guidelines of 1:5 (*MOGE Standards and Evaluation Guidelines 2015*). According to the Ministry, the high teacher-pupil ratio that had resulted from the shortage of trained SE teachers, has largely contributed to learners' low performance.

3.0 Learning Structures established for Special Education

3.1 Availability of SE Schools

The Ministry had increased the number of SE schools from 24 in 2014 to 50 in 2018.¹⁰ However, there were instances of LSEN who were not able to access education due to the distances to the available schools. A review of annual reports¹¹ also indicated this as a challenge to access education as well as the increased absenteeism of those enrolled.

4.0 Monitoring and Evaluation

Interviews revealed that the Ministry Headquarters had not carried out the evaluation of SE activities. In 1998, the Inclusive Schooling Programme (INSPRO) was piloted in one district, Kalulushi, on the Copperbelt and was rolled out to all districts reaching the last district in 2008.¹² There was no formal evidence to suggest that any evaluation of the programme had been carried out by the Ministry over the years. Further, a review of the 2015 and 2016 Educational Statistical Bulletin indicated that the reports had not included institutions for educating learners with special needs.

⁸ Guidelines for the Administration and Management of Examinations in Zambia.2018

⁹ 1,284 teachers to 103,216 LSEN 2016 (Pupils in the main stream were not included in this calculation)

¹⁰ 2016 Educational Statistical Bulletin

¹¹ Nyimba, 2017, Luano, 2014 and Western Province, 2015

¹² Interview PEO - SE

6.0 Conclusions

Education is vitally important for achieving all SDGs. Governments must ensure that every child has a classroom, a teacher and a walkable distance to school. Primary education is the foundation of human-capital development. Good education will inspire the next agents of change the world needs.¹³

Equal opportunities for LSEN will be achieved if schools are able to provide an education appropriate to the needs of a child, in an environment that is suitable for them. The measures put in place to identify children with special education needs in the community were not efficient as some children that could not be enrolled either in special schools or units are not provided with any support to help them achieve some reasonable potential.

The schools are not adequately equipped to provide education to LSEN as most are understaffed, lack appropriate and sufficient infrastructure, teaching and learning materials and specialised rooms and services. There was also a lack of monitoring and evaluation of SE schools in the country.

7.0 Recommendations

Education aims to enhance the well-being and quality of life for the citizens and therefore managing for development results techniques should be employed which involves good planning, monitoring, evaluation, learning and feeding back into planning.

- Standard infrastructure specifications for LSEN should be developed for the schools in order to have in place appropriate infrastructure that is user friendly for all without discrimination. Further, SE schools must be well equipped with appropriate learning and teaching materials.
- There is need for a sustainable methodology of identification and assessment of LSEN that specifies the disabilities in the early learning stages so as to provide better placement for them.¹⁴
- The Ministry should develop monitoring tools for the different categories of SE to ensure effective monitoring and make assessment of special education provision efficient.

¹³ (<https://www.dandc.eu/en/article/zambias-government-has-committed-sdgs-they-will-most-likely-prove-quite-difficult-achieve>, - Frank Masanta Jr)

¹⁴ Interviews with Department of Psychology - UNZA

Chapter One

Introduction

1.0 Overview

The performance audit was a case study on the provision of special education in primary schools in Zambia for the period from 2014 to 2018. The Constitution of Zambia (Amendment) Act No. 2 of 2016, indicates that a person has the right to early childhood care, development and education, basic education and adult literacy education. It further states that the Government shall make general and vocational education progressively available and accessible to all persons with an emphasis of a child having the right to free basic education.¹⁵

1.1 Background

The Ministry of General Education is responsible for the formulation and implementation of Government policy on early childhood, primary, secondary and teacher training. In addition, it enforces standards and regulations relating to general education. The Ministry is regulated by the Education Act No. 23 of 2011.¹⁶

According to the Education Policy of 1996, the Ministry will ensure equality of educational opportunity for, and is committed to providing particularly good quality education to children with special education needs. The Ministry will improve and strengthen the supervision and management of special education across the country. Further, the Ministry will cooperate with private, religious, community and philanthropic organisations in meeting the special educational needs of exceptional children and providing outreach services for children whose impairment prevent normal attendance in school. The Education boards have responsibility for ensuring that the special education needs for children within their jurisdiction are met and will be evaluated on their discharge of this responsibility.¹⁷

In 1994, Zambia joined several countries at the World Conference on Special Needs Education to reaffirm commitment to Education for All (1990), recognising the necessity and urgency of providing education for children, youth and adults with special educational needs within the regular education system. It had earlier signed the UN Convention on the Rights of the Child (1990) and later the Rights of Persons with Disabilities (2006).

¹⁵ Constitution of Zambia (Amendment) Act No. 2 of 2016

¹⁶ MOGE website

¹⁷ Ibid pg. 69

The National Policy on Education of 1996 identified Special Education (SE) as an area of special concern. The Ministry acknowledges that quality education should be equitable and accessible to every Zambian child irrespective of disability, gender, religion or ethnic origin. Over the years, the Ministry has shown commitment to providing quality education to Learners with Special Education Needs (LSEN) by formulating policies and enacting laws such as;

-The Persons with Disabilities Act No 6 of 2012

-The National Policy on Disability, 2013

-The Policy on Inclusive Schooling program, 2016 (INSPRO)

These policies and laws are in line with the provisions of various international conventions such as the UN Convention on the Rights of Persons with Disabilities of 2006, particularly in education:

- Article 23 (Children with disabilities): Children with disabilities have the right to special care and support, as well as all the rights in the Convention so that they can live full and independent lives.
- Article 28: (Right to education): All children have the right to a primary education, which should be free.
- Article 29 (Goals of education): Children's education should develop each child's personality, talents and abilities to the fullest. It should encourage children to respect others, human rights and their own and other cultures.¹⁸

The various protocols above were domesticated by the Education Act No. 3 of 2011. However, the guidelines for the implementation of inclusive and special education were only finalised in 2016, twenty (20) years after the policy.

Pupils with special educational needs are exceptional. The exceptional child or individual is one who differs from others in mental, physical or social characteristics to such an extent that, for the full development of inherent potential, he or she needs a modification of school, college, university provision and practice, or special educational services. More specifically, an exceptional child is one who:

- Has a physical, hearing, speech or visual impairment;
- Is significantly different from others mentally, whether by being very bright, being a slow learner, or being severely impaired mentally;

¹⁸ UNCRC – United Nations Convention on the Rights of a Child

- Is socially maladjusted or emotionally disturbed.

While quality is an important consideration in the education provided for all children, it is of particular importance in the education of exceptional children. Those with physical problems, or who are slow learners, need education of high quality to compensate for difficulties they experience. While much depends upon the nature of exceptionality, as well as on the facilities and resources available, the Ministry is committed to ensuring that children with Special Education Needs (SEN) can attend well-resourced schools, staffed by qualified and dedicated teachers.

The effectiveness of special education provision in meeting the needs of exceptional children depends to a large extent on the efficiency and management of the education system.¹⁹

1.2 Motivation for the Audit

In 2016, a report by the UN Committee on the Rights of the Child concluded observations of the periodic review of Zambia and noted as positives the ratification of the convention on the Rights of Persons with Disabilities Act No. 6 of 2012 and the adoption of the National Policy on Disability. However, the UN Committee raised the following concerns;

- The policy and legislation were not fully enforced and recommended that a national plan of action needed to be developed;
- Insufficient measures had been adopted to ensure that children with disabilities enjoy their right to education;
- There was lack of comprehensive data on children with disabilities;
- There was an inadequate number of specialised teachers, and a limited number of school facilities and materials adapted for these children, as well as services and infrastructure to ensure that education was fully inclusive.

In light of the rights of children with disabilities, the Committee indicated the following measures to be implemented among others:

- Ensure that children with disabilities have access to inclusive early childhood care and education, early development programmes, health care and other services, and ensure such services receive adequate human, technical and financial resources;
- Collect and analyse data on the situation of all children with disabilities, disaggregated by, among other things, age, sex, type of disability, ethnic and national origin and

¹⁹ National Policy on Education - 1996

geographic location;

- Provide training for professional staff working with children with disabilities, such as teachers, in order to understand the needs of children with disabilities;
- Ensure that education is fully inclusive and allocate appropriate human, technical and financial resources for fully inclusive education of children with disabilities.²⁰

In addition, in September 2015, at the United Nations (UN) Sustainable Development Summit, Heads of State and Government adopted the 2030 Agenda for Sustainable Development. The 2030 Agenda provided a framework for shared action “For people, planet and prosperity” to be implemented by all countries and all stakeholders in collaborative partnership, Zambia inclusive. Among the Sustainable Development Goals (SDG’s) that affect the education of LSEN include:

- SDG 4: Quality education
- SDG 10: Reduced inequality²¹

1.3 Pre-Study

The pre study highlighted significant performance problems in the audit area that needed to be further investigated. Below are the results of the pre study that also motivated the audit;

i. Infrastructure, learning materials and equipment

Schools did not have adequate facilities, material and equipment, compromising the quality of education. In addition, as the number of learners with special educational needs increases, there is need for accessible infrastructure in special schools.²²

ii. Progression of LSEN

Statistics show that the enrolment rate of learners with special needs reduces drastically from primary to secondary. For the years 2014, 2015 and 2016, learners enrolled into primary school were 89,134, 89,646 and 103,218 respectively, while those progressing into secondary school were 7,471, 17,369 and 20,092 respectively.²³

It was from the above stated concerns that the Office of the Auditor General through its Specialised Audit unit derived the motivation to carry out a performance audit on the provision

²⁰ CRC/C/ZMB/CO/2-4

²¹ Guideline on Mainstreaming the 2030 Agenda for Sustainable Development; Reference Guide to UN Country Teams, February 2016 from the UNDG.

²² Interviews with PEO and PESO

²³ 2016 Educational Statistical Bulletin

of special education in primary schools for the period from 2014 to 2018.

1.4 Significance of the Audit

This audit is important as it elaborates the measures put in place by the MOGE that support the provision of and access to appropriate education to learners with special needs in public primary schools. The main beneficiaries of this audit include the Government of Zambia, specifically MOGE, Special schools, Schools with inclusive learning and the entire general public. This audit will assist the Government in policy decision making that concerns LSEN. It will give insight to the MOGE on the status of SE in the country and what should be done differently. It will also help special schools as well as schools that have inclusive learning to air out their challenges and how these may be curbed. Finally, it will inform the general public of the status of SE in Zambia.

Chapter Two

Audit Objective and Audit Questions

2.0 Introduction

This section outlines audit objectives and audit questions. It comprises of one main objective, three specific objectives as well as three audit questions. It further explains the significance, scope and operational definitions of the study.

2.1 Main Objective

To assess whether the Ministry has put in place measures that support the provision of and access to appropriate education to learners with special needs in public primary schools.

2.1.1 Specific Objectives

The specific audit objectives were as follows:

1. To investigate the extent to which the Ministry of General Education (MOGE) ensures that the public primary schools are equipped to provide education to LSEN.
2. To ascertain whether MOGE has developed measures to ensure equal opportunities for children with special needs.
3. To determine whether MOGE ensures that the education of LSEN is monitored and evaluated.

2.2 Audit questions and sub-questions

1. What extent does the Ministry ensure that the schools are equipped to provide education to LSEN?
 - a. Do the special schools and units have appropriate infrastructure for the different needs?
 - b. Are appropriate learning and teaching materials available to LSEN in special schools/units?
2. What extent has the Ministry developed measures that ensure children with special needs have equal opportunities to education?
 - a. What systems have been put in place by special primary schools or units to identify, screen, enroll and place LSEN?

- b. Does the Ministry ensure that teachers have the necessary skills?
 - c. To what extent have learning structures been established to ensure access to education for LSEN?
- 3. To what extent does the Ministry ensure that the education of LSEN is monitored and evaluated?
 - a. What mechanisms has the Ministry put in place for monitoring of special education?
 - Are monitoring and evaluation records maintained?
 - b. What are the outcomes of the monitoring and evaluation carried out by the Ministry?
 - c. How does the Ministry follow up and address the issues identified during monitoring and evaluation?

2.3 Scope of the Audit

The audit was to examine activities carried out by the MOGE in ensuring LSEN had equal opportunities to education and that special schools and units were equipped to provide the necessary education. The audit covered activities relating to the provision of education for all disabilities for the years from 2014 to 2018.

2.4 Audit Limitations

The audit had financial limitations, thus visiting only eighteen units (18) out of seventy-seven (77) units. However, ten (10) out of thirteen (13) public special primary schools were also visited. Lusaka and Western Provinces provided incomplete information requested, while Eastern province provided data for only one district, Nyimba.

Chapter Three

Methodology

3.0 Introduction

This chapter describes the methodology that was used to achieve the objective of the audit. The methodology included an explanation and justification of the research design. It further explains the sample population, sample size, sampling techniques, instruments for data collection and methods of data analysis.

3.1 Research Design

This is a case study design, that utilized a mixed method that was inclusive of qualitative and quantitative approaches. The two approaches were used because of relevance to the study as they provided a basis for data analysis by comparing interpretations in the audit. Whilst the research was designed to be qualitative and quantitative in nature, it also adopted a descriptive approach so as to simplify data interpretation.

3.2 Sample Population and Size

Ten (10) out of thirteen (13) public special primary schools in the country were included in the sample. The audit further selected eighteen (18) out of seventy-seven (77) units. (Appendix 1). The number of learners as well as the types of disabilities in the units was taken into consideration in the purposive sample.

3.3 Sampling Technique

In order to select schools and units to visit, the audit requested a list of all public primary special schools and those primary schools that had special units. The audit then used purposive sampling because special schools catered for different disabilities and the audit aimed at assessing opportunities for all LSEN.

3.4 Data Collection Techniques

The two data collection techniques that were used in the audit included questionnaires and observation. The audit also obtained information on various aspects of SE in Zambia from literature review of research conducted by the Department of Psychology at the University of Zambia to establish some baseline information on SE.²⁴ In addition, other research papers

²⁴ *Basic Education for Children with Special Needs in Zambia: Progress and Challenges in the Translation of Policy into Practice*
Robert Serpell and Jacqueline Jere-Folotiya *Psychology Developing Societies* 2011 23: 211

conducted by university students were used to gather evidence on various aspects of SE provision.

3.4.1 Primary Data

The audit obtained the primary data from questionnaires and observations. The questionnaire requested information on LSEN enrolled, infrastructure available, number of teachers and their qualifications, types of disabilities and available learning and teaching aids/equipment. In addition to the questionnaires, physical inspections of the special schools and units were carried out to assess the existing infrastructure.

3.4.2 Secondary Data

The secondary data was obtained from various documentation generated by the Ministry. Provincial and District Annual Reports, as well as reports from the Principal Education Officer-SE and the PESO-SE were reviewed and an analysis of information contained therein related to infrastructure was conducted.

Documentation on distribution and availability of learning and teaching materials were requested from the Ministry, Curriculum and Development unit. The annual, provincial and district reports (Appendix 2) were also reviewed to provide information on availability of teaching and learning materials. Examples of learning and teaching aids for LSEN include braille materials, hearing aids, large print, augmentative and alternative communication devices.

3.5 Data Analysis

The data analysis was done in accordance with the requirement for treating qualitative and quantitative data through the use of Microsoft Excel and Statistical Package for Social Sciences (SPSS) version 20.0. These served as the standard benchmark against which the data was analysed. Further, the collected data was condensed and structured in terms of themes, patterns and interrelationships.

Chapter Four

Audit Criteria

4.0 Introduction

This chapter explains the audit criteria for which the Ministry was examined. The criterion was drawn from documents of the Ministry of Education such as; The Education Act No. 23 of 2011, Education Sector Extended National Implementation Framework 2011 – 2017, Educating our Future-National Policy on Education (1996) and Guidelines for the implementation of inclusive education and special education in Zambia. Other documents external to the Ministry were the United Nations 2030 Agenda for Sustainable Development, the Salamanca Declaration of 1994, UNESCO (2005) Guidelines for Inclusion and Persons with Disabilities, Act No 6 of 2012. The criteria included information from the global, regional and local perspective. Specific criteria was as detailed below:

4.1 Equipping Schools in readiness to provide education to LSEN

According to the Salamanca declaration, every child has unique characteristics, interests, abilities and learning needs, and therefore education systems should be designed and educational programmes implemented to take into account the wide diversity of these characteristics and needs.²⁵ Governments are to ensure that, in the context of a systemic change, teacher education programmes (both pre-service and in-service), address the provision of special needs education in inclusive schools.²⁶

An inclusive rights-based approach requires an accessible and flexible curriculum designed to serve every child, and capable of providing possibilities for adjustment to individual needs. It should also stimulate teachers to seek solutions that can be matched with the needs and abilities of each and every pupil.²⁷

Pre-service training programmes should be provided to all student teachers, primary and secondary alike, positive orientation toward disability, thereby developing an understanding of what can be achieved in schools with locally available support services. The knowledge and skills required are mainly those of good teaching and include assessing special needs, adapting curriculum content, utilising assistive technology, individualising teaching procedures to suit a broader range of abilities, among others. In teacher-training practice schools, specific attention should be given to preparing all teachers to exercise their autonomy and apply their skills in

²⁵ Salamanca Statement No. 2

²⁶ Salamanca Statement No. 3

²⁷ UNESCO (2005) Guidelines for inclusion: Ensuring access to Education for All, Paris

adapting curricula and instruction to meet pupil's needs as well as to collaborate with specialists and co-operate with parents²⁸.

The skills required to respond to special educational needs should be taken into account during the assessment of studies and teacher certification²⁹.

The Minister shall take measures to ensure that any physical facility at any public educational institution is accessible to learners with special education needs.³⁰ Public educational institutions should provide the necessary facilities and equipment to enable LSEN to benefit from educational institutions.³¹

The Ministry will give attention to the educational needs of exceptional children by prescribing specifications for special furniture, equipment, aids and infrastructure provision.³² Furthermore, specialised schools for LSEN will be constructed at a rate of one per province in 2015 and 2016.³³ Educational institutions shall provide LSEN with quality education in appropriately designed and well-resourced educational institutions, staffed by qualified and dedicated teachers.³⁴

Attention will also be given to the educational needs of exceptional children by training an adequate number of teachers in special education³⁵ and design appropriate curricula and teaching materials.³⁶ Educational institutions with support from the Ministry shall ensure that instructional and assistive aids are provided for example, large print, braille materials, hearing aids, augmentative and alternative communication devices.³⁷

In order for LSEN to benefit from the education system, modifications to the National Curriculum shall be done by the Curriculum Development Center (CDC) in collaboration with other institutions. Further, for those who may not benefit from the academic curricula by virtue of their disabling condition, curricula emphasising functional skills (such as self-help skills) and vocational skills (such as crafts, agriculture,) shall be prioritised.³⁸

All classrooms, bathrooms, toilets and other rooms shall either be appropriately designed or modified to meet the needs of LSEN. Classrooms, other institutional buildings and the

²⁸ Salamanca Declaration – No. 3

²⁹ *ibid*

³⁰ Education Act No.23 of 2011 – Part V Section 39

³¹ Persons with Disabilities Act No 6 of 2012 –Part V Section 22 (3)

³² Educating our Future – National Policy on Education 1996 pg 69 (strategy no. 6)

³³ Ministry of General Education National Implementation Framework III 2011-June 2017 – Page 97 Table 20 Objective 1

³⁴ Education Act No.3 of 2011-Part V Section 23 (8)

³⁵ Educating our Future – National Policy on Education 1996 pg 69 (strategy no. 6)

³⁶ *Ibid*

³⁷ Guidelines for the implementation of inclusive education and special education in Zambia pg 24 – pt 13.2

³⁸ *Ibid* pgs 21 &22 section 10 Curriculum

surroundings should have enough lighting. The educational institution shall have special rooms including, but not limited to, sickbay, multipurpose gym, resource room, assessment and observation room, multi-sensory rooms and acoustically treated rooms for those with hearing impairments.³⁹

4.2 Measures developed to ensure that LSEN have equal opportunities to education

Sustainable Development Goal (SDG) 4 states that member countries should ensure inclusive and equitable quality education and promote life-long learning opportunities for all.⁴⁰

Governments were urged to invest greater effort in early identification and intervention strategies, as well as in vocational aspects of inclusive education.⁴¹ Educational policies at all levels, from the national to the local, should stipulate that a child with a disability should attend the neighbourhood school that is, the school that would be attended if the child did not have a disability. Exceptions to this rule should be considered on a case-by-case basis where only education in a special school or establishment can be shown to meet the needs of the individual child.⁴²

According to the SADC protocol on education and training, member states are encouraged to increase equitable access and improve quality thus ensuring the relevance of education and training.⁴³

Without prejudice to the generality of subsection, the Minister of Education shall, in collaboration with the Minister responsible for Health, establish a decentralised system for the identification, diagnosis and assessment for the placement of learners with special education needs in educational institutions.⁴⁴ A learner with special education needs shall, to the greatest extent possible, be integrated into mainstream educational institutions.⁴⁵

The Ministry is to construct regional assessment centers for special educational needs.⁴⁶ The assessment processes involve identification, pre-referral assessment, intervention and evaluation, as described below:

Identification - Children with SEN should be identified through a child find programme and there shall be developmental screening for early identification of disabilities, which should be

³⁹ Ibid pg 21 – pts 9.3, 9.4, 9.10

⁴⁰ The United Nations, 2030 Agenda for Sustainable Development, SDG 4.

⁴¹ Salamanca Declaration No. 3

⁴² Salamanca Framework for Action for SNE – Part II A – No. 18.

⁴³ Article 4 of the SADC protocol on Education and Training, 1997

⁴⁴ Education Act of 2011- Part IV Section 23 (2)

⁴⁵ Ibid- Part IV Section 23 (5)

⁴⁶ Ministry of General Education National Implementation Framework III 2011-June 2017 – Page 97 Table 20 Objective 1

coordinated by the school SE committee or for the latter any recognised assessment facility. Every pupil enrolling in pre-school and grade one shall be screened for early intervention by every educational institution with the use of both formal and non-formal screening tools. Zambian standardised assessment and screening tools should be developed which will be appropriate to factors such as age and culture and should not disadvantage the children being screened.

Pre - Referral Assessment- The school SE committee shall carry out pre-referral assessment before referring children to other professionals at the clinic, hospital or assessment centre identified for comprehensive psycho-educational and medical assessment.

Intervention and evaluation- The pre-referral assessment is meant to ascertain and evaluate the nature of a disability and degree for appropriate intervention. ⁴⁷

4.3 Monitoring and evaluation of Special Educational Needs

Government will establish decentralized and participatory mechanisms for planning, monitoring and evaluating educational provision for children and adults with special education needs.⁴⁸

The Minister shall ensure that the education of learners with special education needs in both inclusive and special education institutions is monitored and evaluated. This is to be done through the strengthening of the management and supervision system at all levels of education, the establishment of an integrated information system at the management and supervision levels and the inclusion of institutions for educating LSEN in statistical reports of the Ministry.⁴⁹

The Ministry will provide adequate supervision of special education programmes⁵⁰ and ensure that evaluative studies of education of LSEN are conducted.⁵¹ Generally, planning for special education provision shall be included in the mainstream strategic planning of the Ministry.⁵² Monitoring of special education classes should be regular. A teacher should be monitored at least three times a year by internal and external monitors and records maintained to provide feedback on SE.⁵³

⁴⁷ Ibid pgs. 17 -20 section 7 Assessment process

⁴⁸ Salamanca Declaration – No. 3

⁴⁹ Education Act No. 3 of 2011 Part V Section 24 (a-c)

⁵⁰ National Policy on Education – May 1996

⁵¹ Education Act No. 3 of 2011 Part V Section 24 d

⁵² Education Act No. 3 of 2011 Part V Section 24 e

⁵³ Education Sector Extended National Implementation Framework III 2011-June 2017

Chapter Five

Findings

5.0 Introduction

The findings of the study are presented in this chapter. The main objective of the audit was to assess whether the Ministry has put in place measures that support the provision of and access to appropriate education to LSEN in public primary schools. The specific objectives were to investigate the extent to which the MOGE ensures that the schools are equipped to provide education to LSEN, to ascertain whether MOGE has developed measures to ensure equal opportunities for children with special needs and to determine whether MOGE ensures that the education of LSEN is monitored and evaluated. The stated objectives above guided the findings through the audit questions as indicated below:

5.1 Equipping of Schools for Provision of Education to LSEN

Findings relating to the equipping of schools for the provision of education to LSEN are as indicated below.

5.1.1 Information on Infrastructure

The education systems should be designed, and educational programmes implemented to consider the wide diversity of the characteristics and needs of each child. In order for this to be achieved, suitable infrastructure and learning material should be available to LSEN⁵⁴. The Minister shall take effective measures to ensure personal mobility with greatest possible independence for persons with disabilities in buildings, roads, transportation and other indoor and outdoor facilities, including schools, housing, medical facilities and workplaces.⁵⁵

According to interviews with the Ministry Management, there were no laid out standard guidelines on infrastructure development for SE under MOGE. A further review of the Educational Statistical Bulletin (2015, 2016 and 2017) showed that statistical information on infrastructure in special schools was not included in the bulletins. Despite the lack of guidelines, some schools visited had built ramps and walkways to aid the physically disabled to have mobile access in the school.

Further, interviews with the SE unit, PEO and Districts, and physical inspection of eight (8) schools and fourteen (14) units revealed that there were no specialised rooms available such as

⁵⁴ Salamanca Statement No. 2

⁵⁵ The Persons with Disabilities Act, 2012

sickbay, multi-purpose gym, resource rooms, assessment and observation room and multi-sensory rooms.⁵⁶ All of the fourteen (14) units visited were allocated one room for all grades or levels. As there was inadequate classroom space, different grades were being schooled in one classroom at the same time, by different teachers. One classroom was divided into two (2) or four (4) sections each with a blackboard. According to the 2015 District Annual Report for Chililabombwe, units used one room for teaching both the intellectually disabled, physically challenged and hearing-impaired children. As a result of combining different disabilities in one classroom, some intellectually challenged pupils started adopting sign language despite them not being deaf, thereby contributing to delays in language development.

The Ministry was to ensure that the necessary physical facilities at any public educational institution were accessible to LSEN. In addition, it was to prescribe specifications for special furniture and infrastructure provision.⁵⁷ Further, the National Implementation Framework (NIF) III 2011 to 2015, indicated that the Ministry was to construct a special school in each province in 2015 and 2016. However, no schools were constructed as at August 2019. Interviews revealed that due to inadequate funding, only one specialised school was being constructed in Lusaka out of all the ten (10) provinces.

Preparation of educational inputs and the provision of a conducive learning environment are essential to ensure the comfort of learning at school. According to Goldsmith & Goldsmith (1998), in order to provide children with special needs to feel comfortable, safe and controlled learning it is important to create continuity in the environment so that they would have equal access to education like other normal students.⁵⁸ Deterrent factors should be evaluated and taken into consideration so that students with special needs are not marginalised and ranked within education field and job opportunities in the future.

According to Gargiulo (2006), a place where a student receives education will affect their attitude, achievement and social development. Thus, the basic specific infrastructure such as barrier-free facilities, wheelchair access, a comfortable classroom and safety aspects should be considered for purposes of teaching and learning. With the help of teachers, school administrators and peers as well as the environment and the proper equipment, students with special needs are able to carry out the process of learning with ease.⁵⁹

⁵⁶ Guidelines for the Implementation of Inclusive Education and Special Education in Zambia August 2016 – pg. 12 , part 6.1.6

⁵⁷ National Policy on Education - May 1996

⁵⁸ (PDF) *Special Education Classroom Infrastructure: Teacher's Views*. Available from: https://www.researchgate.net/publication/257714079_Special_Education_Classroom_Infrastructure_Teacher%27s_Views [accessed Sep 13 2018].

⁵⁹ Ibid

5.1.2 Provision of Teaching and Learning Materials for SE

In order to ensure that quality education is provided to LSEN at all levels of the education system, appropriate assistive devices and teaching and learning materials are essential. Examples of learning and teaching aids for LSEN include braille materials, hearing aids, large print, augmentative and alternative communication devices.⁶⁰

In an interview, the Ministry management indicated that SE did not have a specific budget line allocated to it for the purchase of learning and teaching materials. Instead, each of the four (4) directorates under the Ministry allocated an arbitrary figure towards the purchase of requisite materials and therefore purchases were only made as and when the directorates provided funds. According to management, learning and teaching materials were not procured regularly due to insufficient funding.

A review of the Annual Census Form used to capture information in the Ministry showed that Part D of the form had a provision to capture information on teaching materials and textbooks. However, a request to the Ministry to provide this information revealed that the form had no provision to capture data on SE teaching and learning materials.

Interviews with the selected schools and units and review of Annual Reports confirmed that teaching and learning materials were in short supply. Sesheke primary school special unit was one of several schools that had never received any teaching and learning materials. However, records of materials requested and received were not provided for audit scrutiny to verify the assertions.

Interviews with PEO-SE and the Curriculum Specialist indicated that in 2014, the Ministry changed the school curriculum but to date, it has not procured learning material for the new curriculum for SE.

5.1.3 Learner Examination Process

LSEN are expected to sit the same exam as children in the mainstream, except they are eligible to 25% extra writing time.⁶¹ However, these guidelines did not consider the different disabilities as well as the degrees of disability in these children. For instance, those without limbs or had autism or other specific learning disabilities were still expected to write the same exam. Interviews with Ministry officials also revealed that children with health-related disabilities such as intellectual disabilities could not handle stressful situations such as examinations for a lengthy period. For example, the grade 7 exams have two (2) exams sessions held on the same

⁶⁰ Guidelines for the Implementation of Inclusive Education and Special Education in Zambia August 2016 – pg. 24 , part 13.0

⁶¹ Guidelines for the Administration and Management of Examinations in Zambia.2018

day, an hour apart. Interviews⁶² indicated that learners with such disabilities needed to rest for a bit more than 2 hours before they could be in the right frame of mind to sit the next exam.

5.2 Measures ensuring Equal Opportunities to Education for Children with SEN

For children to have an equal opportunity to education, the Ministry was to decentralise the identification, diagnosis and assessment for the placement of LSENs in educational institutions. Implementation guidelines indicated that the assessment process involves identification, referral, screening, intervention and evaluation.⁶³ In addition, there is need to ensure that special schools or units are easily accessible and, the available teachers have sufficient teaching skills in all schools.

5.2.1 Identification and Screening

In 1996, the Ministry introduced a policy on screening of all learners before enrolment in public schools. In October 2016, the Ministry reported that this had not taken off as no records of screened children had been received from the provinces.⁶⁴ The Ministry assumed that some schools may have been undertaking screening, but due to poor record-keeping there was no evidence of this. Therefore, the Ministry developed a screening tool which was aimed at identifying various characteristics of the children as well as determine whether they require any special education or specific attention. This would then aid decisions on which school these learners could attend depending on the availability of teaching staff, infrastructure or any other special facilities.

The major role of identification was placed with schools as they were closer to the community. The officers from both the DEBS and schools indicated that one of the challenges aside from lack of resources to effectively carry out identification in the communities, was the unavailability of assessment centres. The available officers and teachers trained in SE were able to identify the basic disabilities such as the visually impaired, physically disabled and hearing impaired to a certain degree. Educational assessment such as speech and reading was done by teachers while more complex cases were referred to local health facilities. However, the local health facilities were not able to assess severe cases and referred these to the assessment centres. There are only four (4) SE assessment centres in the country, namely University Teaching Hospital (UTH), Zambia Institute of Special Education (ZAMISE), University of Zambia (UNZA) and Holy family in Monze. Three (3) were in Lusaka Province

⁶² PESO-SE

⁶³ Guidelines for the Implementation of Inclusive Education and Special Education in Zambia

⁶⁴ Letter dated 20th October, 2016 from PS to all PEO (MOE/101/34/53)

and only one (1) in Southern Province which made it difficult for those in other provinces to access these centres.

Out of eighteen (18) DEBS interviewed, nine (9)⁶⁵ indicated that they conducted various child find or identification activities which included sensitisation of communities through meetings and drama performances, television and radio programmes and outreaches through churches and hospitals. Further, a review of reports indicated short comings in the assessment process. A report by the SE unit of monitored activities in fifty-two (52) schools and units in six (6) provinces showed that screening and assessment was not done.⁶⁶ In Senga District⁶⁷ screening was not adequately done, while Chingola⁶⁸ and Chililabombwe⁶⁹ indicated that teachers did not identify LSEN. Mambwe district⁷⁰ reported that most schools did not conduct screening. However, these sensitisation activities were mostly aimed at encouraging parents with, or guardians taking care of, children with disabilities to bring them to the various institutions of learning. Interviews with Department of Psychology – UNZA, indicated that some children with intellectual disabilities did not necessarily need to get into a school setting as they could be trained to be self-reliant within the home setting by training the parents. It was further stated that parents needed to be educated on the types of disabilities identified and how they could manage these lifetime disabilities without feeling stigmatised or prejudiced.

The most challenging disability to assess was the Intellectually Impaired (II) as this took various forms such as cerebral palsy, autism, learning disorders and others. Statistics available from the Education Management Information System (EMIS) at MOGE on the number of LSEN enrolled showed that there were 48,805 with specific learning disabilities in 2016, and a category of ‘others’ as well, with 58,566 learners. According to interviews conducted with the Department of Psychology – UNZA, there was no accountability in the methodology used to assess LSEN in schools. The effectiveness of the methods used to assess the disabled children and distinguish what disabilities they had whether neurological or physical was questioned by the department.

On the data provided on the number of LSEN, it was not evident how this information was gathered and whether any verification of the types of disabilities captured was verified by qualified health or other personnel.⁷¹ A survey by the Department of Psychology - UNZA also

⁶⁵ Mongu, Sesheke, Ndola, Kafue, Livingstone, Kazungula, Zimba. Monze and Kabwe

⁶⁶ Report on monitoring of SE Schools and units – March 2016 by Principal Education Officer - SE

⁶⁷ District Annual Report – 2017

⁶⁸ District Annual Report – 2016

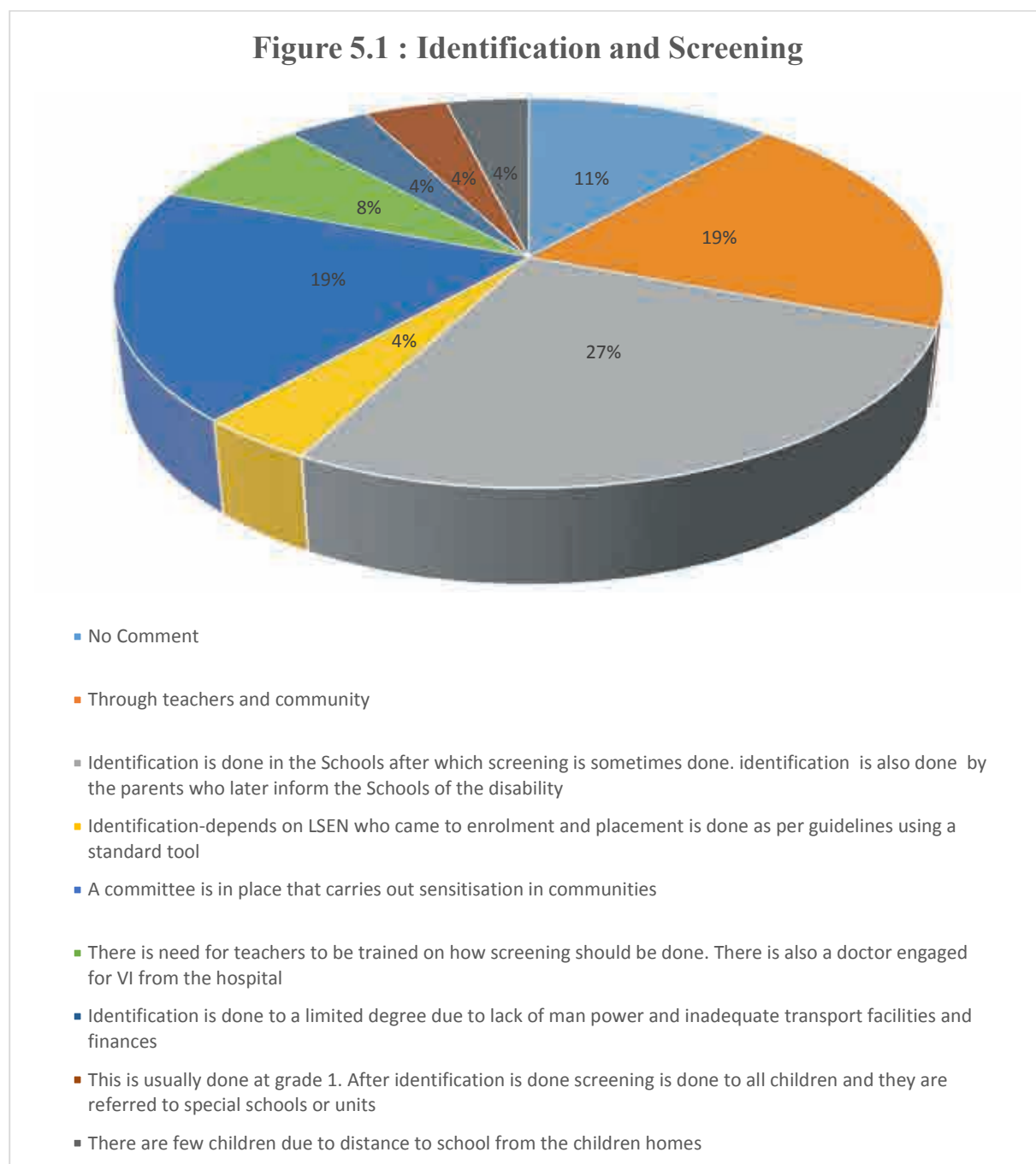
⁶⁹ District Annual Reports – 2016 and 2017

⁷⁰ District Annual Report – 2016

⁷¹ Interviews with SE unit and auditors opinion

indicated that care should be taken in interpreting the data in the Education Statistical Bulletins especially on ascertainment of disability when reporting on enrolled LSEN. The increase in enrolment could be attributed to either the increase in the number of schools or units, introduction of inclusive learning or relaxation of the criteria for designating a child as disabled.⁷²

The summary of findings for identification and screening were as displayed in the figure below:



⁷² Matching the Specialised Competence of Trained Teachers to the Needs of Children with various types of SEN enrolled in Zambia's Public School System – 2010 Pg. 6

An analysis of data collected on identification and screening from a sample size of twenty six (26) public primary schools that offer SE indicated that 11% of the participants representing three (3) schools did not comment on the identification and enrolment process while 19% representing five (5) schools indicated that identification and enrolment was done through teachers and the community. Further, 27% representing seven (7) schools indicated that identification was done in the schools after which screening was carried out. The participants also stated that sometimes identification can be done by the parents and these inform the school of the disability. 4% representing one (1) school stated that identification depended on LSEN who came to enrol, and placement was done as per guidelines using standard the tool. 19% representing five (5) indicated that a committee was in place that carries out sensitisation in communities. 8% representing two (2) schools stated that there was need for teachers to be trained on how screening should be done. In addition, they also stated that there was also a doctor engaged for Visually Impaired from the hospital, while 4% representing one (1) school stated that identification was done to a limited degree due to lack of manpower and inadequate transport facilities and finances. An additional 4% representing one (1) school indicated that screening was usually done at grade one after identification.

5.2.2 Assessment Equipment

Children with Special Educational Needs (SEN) should be identified through a child find programme and there must be developmental screening for early identification of disabilities, coordinated by the school SE committee or for the latter any recognised assessment facility. Every pupil enrolling in pre-school and grade one should be screened for early intervention by every educational institution with the use of both formal and non-formal screening tools. The Ministry with the help of United Nations Children's Emergency Fund (UNICEF) harmonised various screening tools and developed an Early Grade Screening Tool to be used by all schools to screen children for suspected SEN and/ or Disabilities. Officers from Standards and Curriculum, TESS and Early Childhood Education (ECE) were trained as Trainers of Trainers (ToT) and monitors and brought about a total of 129 officers across the board.⁷³

According to the Joint Annual Report (JAR) 2017 for MOGE, the Teacher Education and Specialised Services (TESS) Director indicated that most LSEN were in school without being assessed because many parents could not afford the cost of travelling related to assessment.⁷⁴ It

⁷³ Report on the Trainer of Trainers on the use of the early grade screening tool for education standards officers and education officers from 11th June 2018 to 14th June 2018 at Kabwe Provincial Resource Centre.

⁷⁴ JAR 2017, pg. 14 Part 3.2 (a, b)

was further noted that there were no records from the Ministry on the assessment equipment available in the schools or districts apart from the early grade screening tool. The interviews conducted at DEBS and schools visited revealed that Senanga and Mwense DEBS had audiometers used for assessing hearing acuity. However, these were not in use. At Mwense DEBS, it was reported that the only officer who had been trained in the use of this equipment had since died and a physical inspection revealed that it had been missing. The audiometer at Senanga DEBS was not in working condition, and the only officer who had been trained to operate and maintain it had since retired. The lack of records on assessment equipment in schools made it impossible for the Ministry to know the equipment gap, for instance, where equipment was needed, not in use though available and if there are skilled personnel to operate and maintain the equipment. This equipment helped SE teachers in assessing the degree of disability in LSEN. In its absence, learners may be placed wrongly and in turn, not get the SE they needed.

5.2.3 Availability of SE Teachers

Over the period under review, the number of SE primary teachers had dropped from 1,308 in 2014 to 1,284 in 2016.⁷⁵ (These figures are taken from the data provided by the Education Management Information System (EMIS), and are only for teachers with Certificates and Diplomas in SE, as the audit assumed that these are the ones that teach the primary grades). The leading cause of the reduction in SE teachers was attributed to the abolishment of the incentive allowance that was paid to SE teachers, teaching special classes.⁷⁶

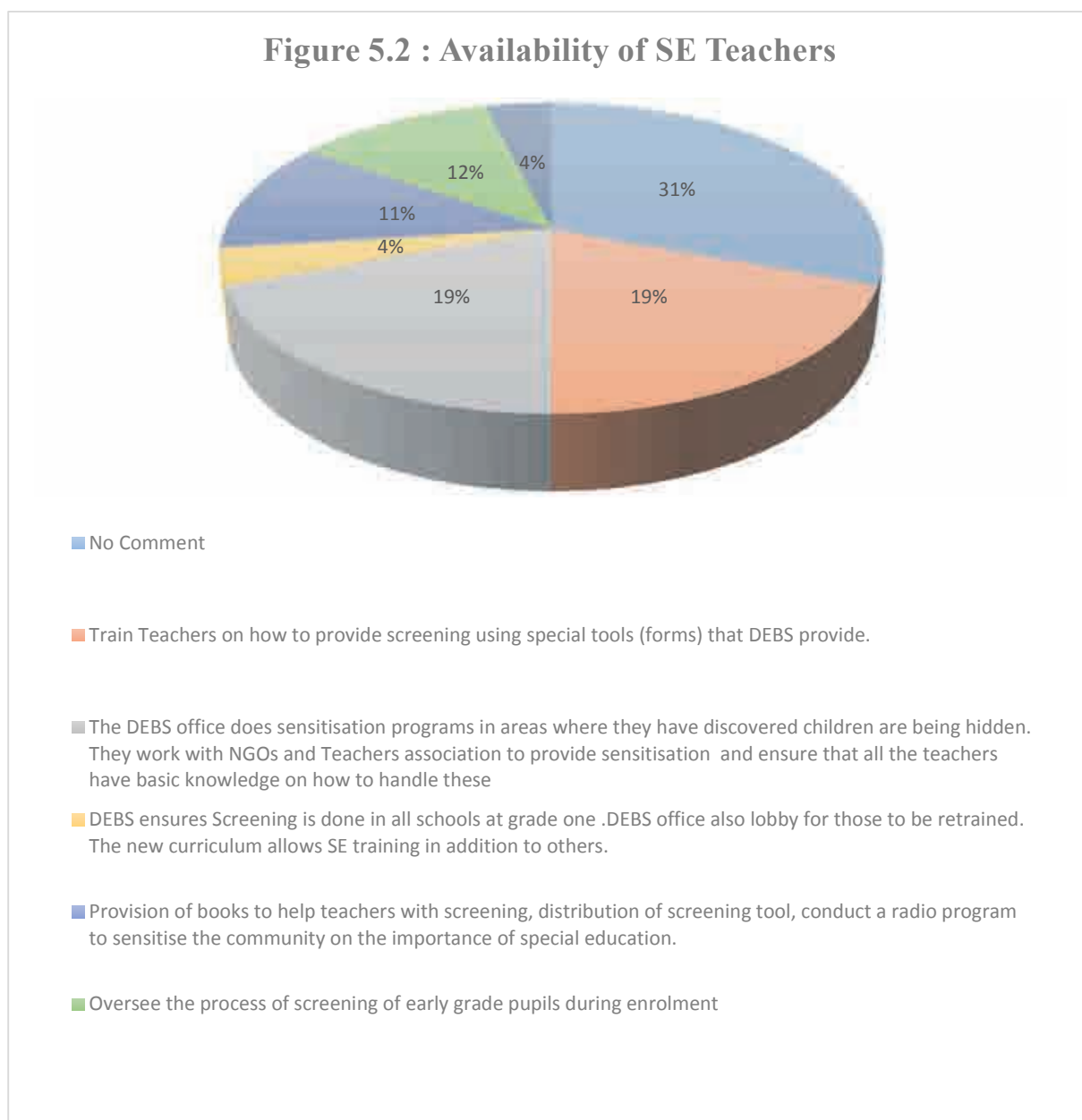
As at December 2016, this represented a teacher-pupil ratio of 1:80⁷⁷ against the Ministry standard set in the guidelines of 1:5 (*MOGE Standards and Evaluation Guidelines 2015*). According to the Ministry, the high teacher-pupil ratio that had resulted from the shortage of trained SE teachers, has largely contributed to learners' low performance. Evidently, there has been a steady growth in the number of LSEN without a corresponding increase in the number of teachers. Another consequence of the high teacher-pupil ratio was that learners with multiple disabilities and hugely diverse learning needs were all schooled together in one classroom (*Joint Annual Report 2017*) which had the effect of further lowering the school performance of LSEN.

⁷⁵ Data provided by EMIS and also ESB 2016

⁷⁶ Matching the Specialised Competence of Trained Teachers to the Needs of Children with various types of SEN enrolled in Zambia's Public-School System – 2010 pg 8

⁷⁷ 1,284 teachers to 103,216 LSEN 2016 (Pupils in the main stream were not included in this calculation)

Figure 5.2 : Availability of SE Teachers



An analysis of data collected on the availability of SE teachers from a sample size of twenty six (26) public primary schools that offer SE indicated that 31% representing eight (8) schools did not have any comments on teacher training, 4% representing one (1) school stated that they were only two units in the district while 12% representing three (3) schools indicated that they oversaw the process of screening early childhood pupils. Further, 4% representing one (1) school stated that screening was provided. 15% representing four (4) schools indicated that teachers needed to be trained on how to provide screening using special tools. In addition, 19% representing five (5) schools held the view that the DEBS office did not carry out sensitisation programmes in areas where LSEN were identified, they further stated that the schools worked with NGOs and teacher associations to provide sensitisation and ensure that all the teachers had

basic knowledge on how to handle LSEN. Another 4% representing one (1) school indicated that screening was done in all schools at grade one and at ECE. They also indicated that the DEBS office lobbied for teachers to be retrained. A further 11% representing three (3) schools stated that there was need for the distribution of screening tools. They also indicated that radio programs should be conducted to sensitise the community on the importance of special education.

5.2.4 Teaching Skills

Teachers have a task to ensure that all learners benefit from the learning process and should, therefore, be able to develop teaching skills that will be able to meet the needs of each learner. Teacher education programs, both pre-service and in-service, should address the provision of SE in inclusive schools. The knowledge and skills should mainly be those of good teaching as well as preparing all teachers to exercise autonomy and apply skills in adapting curricula and instruction to meet pupils' needs. The Ministry was to ensure that learners are provided with quality education by adequate, qualified and dedicated teachers.

According to ZAMISE, up until 2004, primary school teachers received mandatory basic specialised training in SE as part of primary school teaching in-service training. After 2004, in addition to primary school teaching, all teachers were now trained in teaching all disabilities. However, the institute indicated that this was not effective as some teachers struggled to grasp all the concepts and were not effective to handle all disabilities. The institute indicated that they received feedback from their students which revealed that SE provision was not adequately integrated in most schools by the school managers.

Teachers had pointed out that there was inadequacy especially in the areas of sign language and Braille in the colleges and universities. Many trained teachers with diplomas in special education were not fluent in reading and writing Braille. This could be so because the current special education training is too general. It is not disability specific, that is, there is no specialization. In addition, students do not learn subjects in the languages of the deaf nor the blind. For instance, if a student is to be teaching mathematics, she/he should be exposed to learning the subject in Braille or sign language. Though students may graduate with distinctions in special education, they normally lack sufficient language of the learners they were to handle.⁷⁸

⁷⁸ UNZA student research

Interviews with management at Ndola Lions School for the Blind and Sefula School for the Visually Impaired revealed that teachers with visual impairments, who were not trained in SE, were posted to these schools. Interviews with Curriculum Development revealed that this was because they were able to assist with teaching in braille which most sighted SE teachers could not adequately handle.

Interviews revealed that there was no in-service or pre-service institution training teachers in inclusive teaching methodologies. However, there were six (6) schools that were piloting inclusive learning in Southern Province, and teachers in those particular schools had been trained with the support of a Community Based Rehabilitation Zambia Support Programme.

Pre-service training for primary school SE teachers was conducted by lecturers who had no experience in primary school teaching and methodologies as most of them were secondary school teachers who had become lecturers at ZAMISE. This limited their ability to impart the practical skills and knowledge to the trainee teachers which impacted on their performance.

There has not been enough sensitisation provided to stakeholders on the implementation guidelines on special and inclusive learning. SE activities were not sufficiently planned for as there were no key indicators in annual work plans on which performance could then be assessed.

Further, a review of reports indicated that the number of teachers was not enough in many units and individualised teaching was not taking place.⁷⁹ The reports also stated that the shortage of teachers also limited the implementation of Inclusive Schooling programme (INSPRO) activities. However, statistics on the required number of SE teachers and current SE teachers was not available from the Ministry for the period 2014 to 2017.

5.2.5 Teacher Recruitment

According to the National Policy on Education, the Ministry will give attention to the educational needs of exceptional children by training an adequate number of teachers in special education.⁸⁰ Further, educational institutions shall appoint teachers with special education training or/and guidance and counselling training as guidance and counselling teachers.⁸¹

However, an analysis of the education recruitment guidelines for 2017 showed that the guidelines did not have specific criteria on the placement and required qualifications of special education teachers. This meant that teachers with special education qualifications could be placed at a non-special school and vice versa, thereby disadvantaging LSEN. While the requisite

⁷⁹ Report on monitoring by Principal Education Officer – SE

⁸⁰ Educating our Future – National Policy on Education 1996 pg 69 (strategy no. 6)

⁸¹ Inclusive Education and Special Education in Zambia. Implementation Guidelines. August 2016, pg 26.

qualifications for ECE, ICT, Agriculture Science and other subjects were indicated, there was nothing similar indicated for SE teachers. According to interviews at Sefula school for the blind in Mongu, teachers were placed there because they were blind, even though they did not have a qualification in SE. This shows that the Ministry had not carried out a need's assessment for SE teachers in special schools and units.

A request from Human Resource (HR) for information on teacher recruitment pertaining to the period 2014 – 2017 revealed that the Ministry did not have a Human Resource Management Information System (HRMIS) therefore they were unable to avail this information. According to HR staff, recruitment information was only available for the year 2017 as prior years' information was not maintained centrally. As a result, it was not possible to analyse recruitment data for years prior to 2017. In addition, there was no statistics available for the number of SE teachers recruited per special school and the variance, if any, thereby making it difficult to establish the extent of the problem.

5.3 Learning Structures established for Special Education

In order to ensure equality in assessing education for LSEN, a child with a disability should attend the neighbourhood school that would be attended if the child did not have a disability. Therefore, the Ministry was to establish interventions at all levels of educational institutions. The Ministry has endeavoured to increase opportunities for LSEN to education through the establishment of schools and units to provide education. However, this does not correlate with the number of teachers available to teach the learners.

5.3.1 Availability of SE Schools

The Ministry has continued to increase the number of special primary schools and units to cater for LSEN in the country. In 2014, there were 208 units available which have increased to 250 in 2018⁸². The number of schools also increased marginally from 24 in 2014 to 27 in 2018. This also saw an increase of LSEN enrolled from 89,134 in 2014 to 103,218 in 2016 and to 110,320 in 2017.⁸³

However, there were instances of LSEN who were not able to access education due to the distances to the available schools. For example, DEBS officials in Zimba and Kazungula, and school administrators at Sesheke and Mutende Primary in Mansa, indicated that they had identified children with disabilities who could not enrol in school as the distances from their

⁸² Data provided by SESO-SE all provinces

⁸³ 2016 Educational Statistical Bulletin

homes to the nearest unit or school was more than 5 kilometres. A review of annual reports⁸⁴ also indicated this as a challenge to access education as well as the increased absenteeism of those enrolled.

In addition, the introduction of inclusive education helped to improve access to education for LSEN with mild disabilities. However, interviews revealed that this had not been fully appreciated or understood by all stakeholders. There were instances where physically disabled learners were denied school places in mainstream classes, even when they were fully able to learn without any special assistance.⁸⁵

5.4 Monitoring and Evaluation

There was need to establish decentralised and participatory mechanisms for planning, monitoring and evaluating educational provision for children with SEN. The Ministry was to ensure that the education of LSEN in both inclusive and special education institutions was monitored and evaluated through the strengthening of the management and supervision system at all levels of education.

Interviews revealed that the Ministry Headquarters had not carried out the evaluation of SE activities. In 1998, the Inclusive Schooling Programme (INSPRO) was piloted in one district, Kalulushi, on the Copperbelt and was rolled out to all districts reaching the last district in 2008.⁸⁶ There was no formal evidence to suggest that any evaluation of the programme had been carried out by the Ministry over the years. Further, a review of the 2015 and 2016 Educational Statistical Bulletin indicated that the reports had not included institutions for educating learners with special needs.

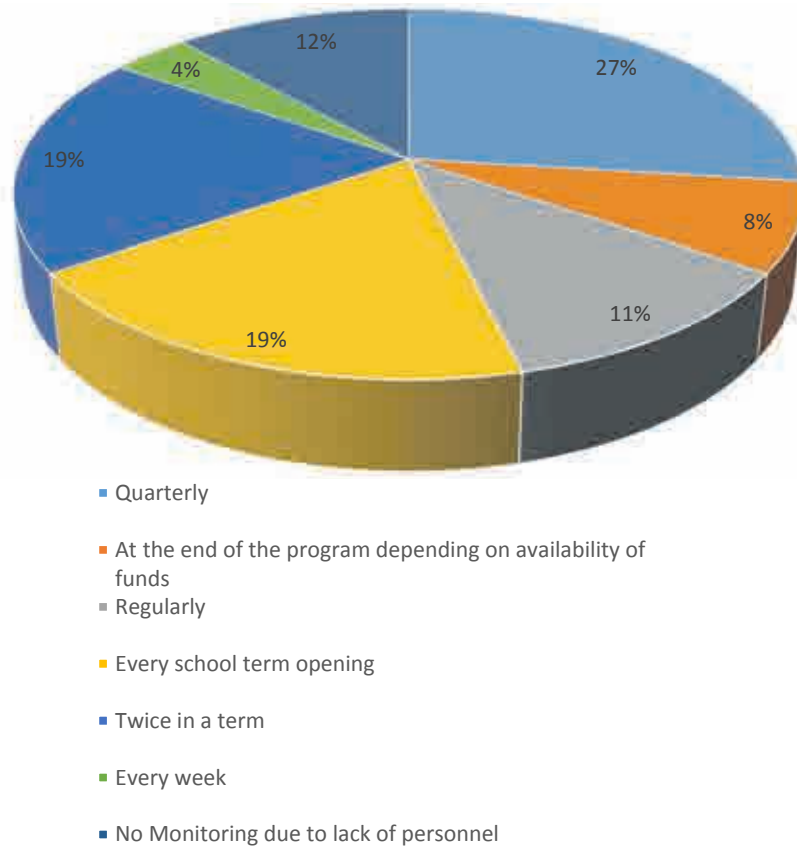
An analysis of data collected on the frequency of monitoring of SE showed that from a sample size of twenty-six (26) public primary schools that offer SE, 27% representing seven (7) schools undertook monitoring quarterly, 19% representing five (5) schools stated that monitoring was done every school term opening. Another 19% indicated that it was done twice in a term, while 12% representing three (3) schools stated that there was no monitoring due to lack of personnel. A further, 11% representing three (3) schools indicated that monitoring was done regularly while 8% representing two (2) schools stated that it was done at the close of schools. Finally, 4% representing one (1) school stated that they monitored SE weekly. The above analysis was however not supported by any monitoring reports.

⁸⁴ Nyimba, 2017, Luano, 2014 and Western Province, 2015

⁸⁵ Interview notes – PESO-SE

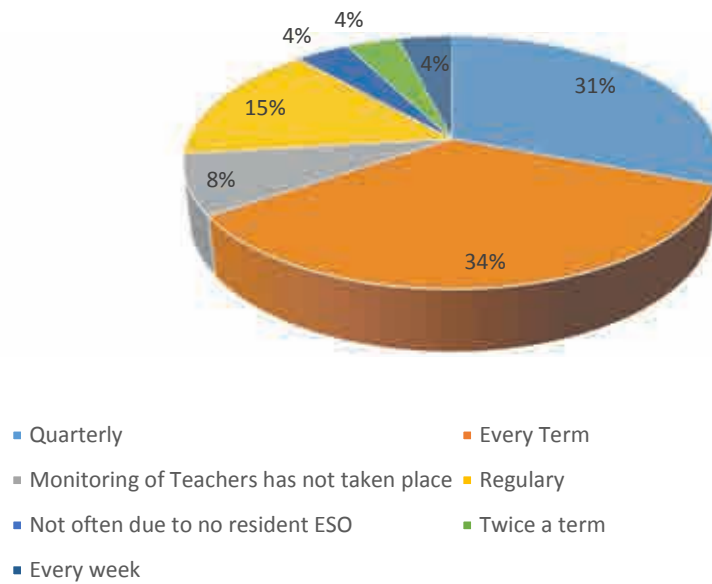
⁸⁶ Interview PEO - SE

Figure 5.3: Monitoring Frequency of SE in Primary Schools



A further analysis below of the frequency of monitoring of SE teachers indicated that 34% representing nine (9) schools stated that monitoring was done every term, while 31% representing eight (8) schools indicated that it was done quarterly. A further 15% representing four (4) schools indicated that it was done regularly while 8% representing two (2) schools stated that monitoring of teachers had not taken place. An additional 4% representing one (1) school stated that it was done twice a term. A further 4% indicated that monitoring was done weekly, and another 4% stated that it was not done often because the school had no Education Standards Officer (ESO). Figure 5.4 below shows an indication of the frequency in monitoring of SE teachers.

Figure 5.4 Frequency of Monitoring of SE Teachers



5.4.1 Monitoring Tools

In 2015, the Ministry developed Standards and Evaluation Guidelines which presented the basic benchmarks for the provision of quality education. According to the guidelines, effective curriculum performance should consider, among others, the following:

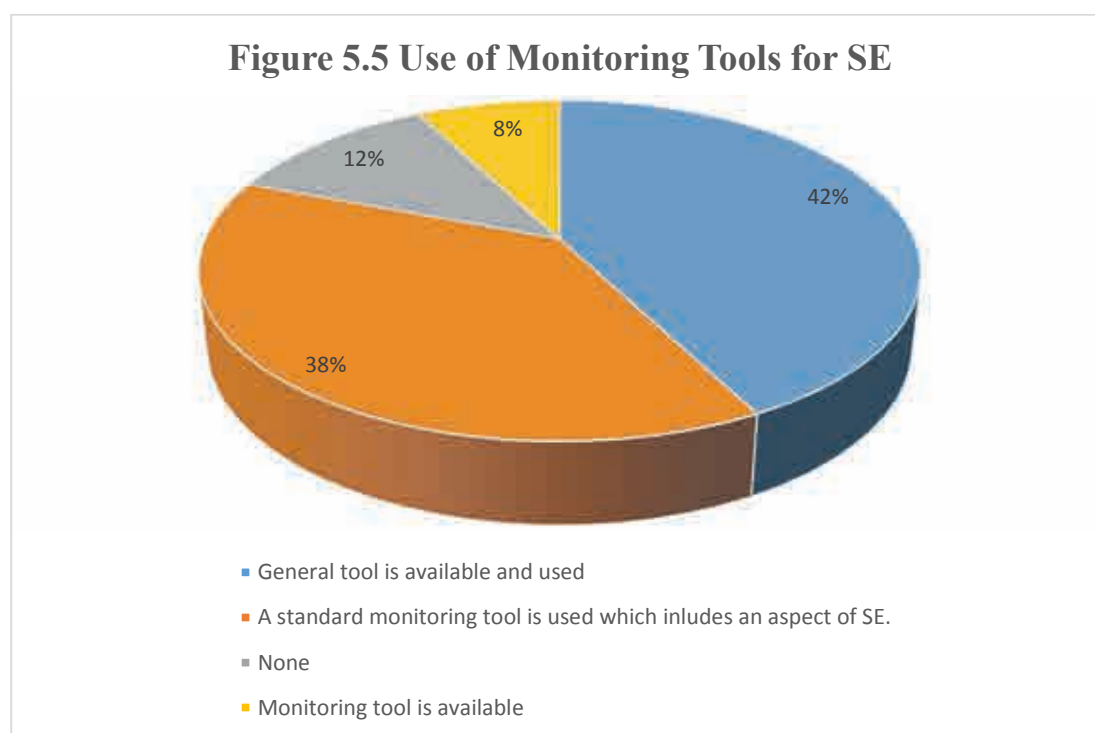
- Provision of assessment data/information
- Design of interventions and decision making at all levels
- Teacher qualifications
- Specialised rooms
- Learners aptitudes, interests and motivation
- Teaching and learning materials
- Internal monitoring reports by school management; and
- Assessment records.

It follows then that the monitoring tools developed by the Ministry would include the aspects covered in the guidelines, which are the minimum standards. However, a review of monitoring reports prepared by the ESO-SE and SESO-SE did not include the minimum standards. There was no information on specialised rooms such as workshops or home economics rooms, neither did they amplify on teaching and learning materials required against what was available in the

various schools monitored. The reports did not include information on the availability of teachers or their qualifications and those teaching SE.

According to the above guidelines, the Standards unit is responsible for assessing the quality and effectiveness of educational provision in individual schools and in the system as a whole and reporting on this to the appropriate authority.

An analysis of data collected on monitoring tools from a sample size of twenty-six (26) public primary schools that offer SE indicated that 42% representing eleven (11) schools used a general monitoring tool. A further 38% representing ten (10) schools used a standard monitoring tool, while 12% representing three (3) schools did not have any monitoring tool. Another 8% representing two (2) schools stated that there was a monitoring tool available however, they did not specify the type of tool. Figure 5.5 below indicates the use of monitoring tools for SE.

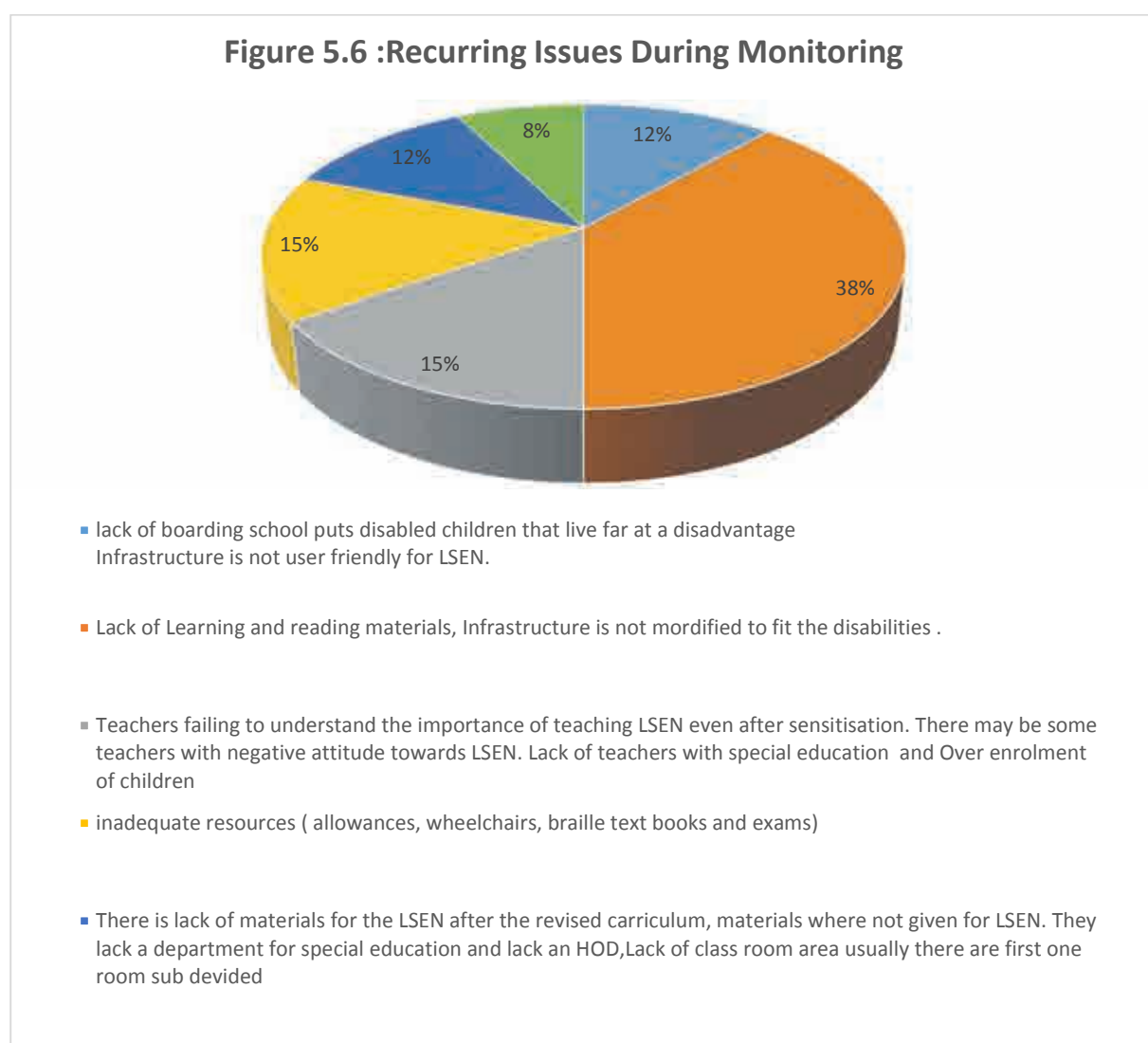


5.4.2 Recurring Issues in Monitoring

The PESO-SE under the Standards unit, based at the Ministry HQ, is responsible for ensuring that there are high education standards in all SE schools in the country. In each province, the SESO oversees the monitoring and evaluation of the effectiveness of subjects in the school curriculum in order to recommend appropriate interventions. At district level, ESOs are responsible for regularly monitoring and evaluating classroom teaching and learning in order to ensure high quality at all levels of education delivery. There were seventy-six (76) ESO-SE for the one hundred and fifteen (115) districts in the country and therefore, some officers were assigned to two (2) districts.

Interviews with the PESO-SE revealed that despite Head Teachers having received capacity building in monitoring, most were still not able to effectively use the knowledge. The factors behind this were not clear. Further, it was established that the general monitoring tools designed did not cater for SE. There was a concern with the lack of inclusion of LSEN in programmes such as Read to Succeed which had no modules for SE. This was a programme that strived to improve performance by focusing on early grade reading funded by USAID and implemented by MOGE.

Figure 5.6 below indicates the most recurring issues highlighted by participants.



An analysis of data collected on recurring issues during monitoring from a sample size of twenty-six (26) public primary schools that offer SE indicated that 38% representing ten (10) schools lacked hearing and reading materials and, infrastructure modified to fit disabilities. A

further 15% representing four (4) schools indicated that teachers failed to understand the importance of teaching LSEN even after sensitization. Another 15% representing four (4) schools stated that there were inadequate resources allocated to SE, while 12% representing three (3) schools indicated that there was a lack of materials for LSEN after the revised curriculum. An addition 12% representing three (3) schools stated that there were limited boarding schools for SE, disadvantaging LSEN that lived far from a special school/unit. Finally, 8% representing two (2) schools indicated that there was poor record-keeping for LSEN.

5.4.3 Information on SE Teacher Placement

According to the MOGE structure, PEOs report to the Permanent Secretary, and are to ensure quality and non-segregated education in the provinces. Among their main duties, is the need to ensure timely collection, storage, processing and dissemination of information for effective decision making, and to manage staff and other resources.

In order to provide quality education, human resource, which in this case is mainly teachers, is vital. The staff returns register for the Ministry, particularly for teachers, was last updated in June 2016 and in addition, there were no staff returns availed for 2014 and 2015. According to officials at the Ministry, PEOs did not provide updated staff returns.

An analysis of the staff returns established that despite the staff returns register indicating the qualifications or competencies of the teachers and their current workstations, qualifications in SE were not included. Interviews with Ministry staff revealed failure to include details on teachers trained in SE as a result of incomplete record submissions by the PEOs. This meant that some SE teachers were wrongly placed in schools that may not particularly be an SE school nor have a unit due to lack of information, making some SE schools have a shortage of trained SE teachers.

Chapter Six

Conclusion

The overall aim of the study was to audit the performance of the provision of SE in public primary schools from the period 2014 – 2018. The conclusions of the audit areas are set below;

Education is vitally important for achieving all SDGs. The government must ensure that every child has a classroom, a teacher and a walkable distance to school. Primary education is the foundation of human capital development. Where would successful secondary students come from if there is no successful primary education? Good education will inspire the next agents of change the world needs.⁸⁷

Quality education is based on standards which help learners achieve their needs. It is education that enables learners to meet their needs in life and the community. Where there is quality education, children will be learning and getting better knowledge, skills and values. There are also barriers that learners face in realising their education rights and achieving their full potentials such as inadequate facilities in schools, poverty, inappropriate teaching and learning methods or materials, insufficient support for teachers, poorly trained teachers and physical or psychosocial problems. It is therefore critical that these barriers are addressed for quality learning to take place and in order for children to realise their full potential.⁸⁸

While it is appreciated that the Ministry has put in place measures to ensure access to education for LSEN, it can be seen that the percentage of learners with disabilities enrolled in public primary schools was far below the percentage of those without disabilities.

Equal opportunities for LSEN will be achieved if schools can provide an education appropriate to the needs of a child in an environment that is suitable for them. The measures put in place to identify children with special education needs in the community were not efficient as some children that could not be enrolled either in special schools or units are not provided with any support to help them achieve some reasonable potential.

The schools are not adequately equipped to provide education to LSEN as most are understaffed, lack appropriate and sufficient infrastructure, teaching and learning materials and specialised rooms and services.

⁸⁷ (<https://www.dandc.eu/en/article/zambias-government-has-committed-sdgs-they-will-most-likely-prove-quite-difficult-achieve>, - Frank Masanta Jr)

⁸⁸ Standards and Evaluation Guidelines – October 2015 (MOGE)

Learning materials like Braille paper, styluses, talking calculators, and supporting equipment like wheelchairs are so critical in special education, but these may not be necessary for ordinary schools. Lack of these learning materials and equipment in special education could be compared to lack of textbooks, exercise books, pens and pencils in ordinary schools.⁸⁹

Inclusive learning is encouraged to LSEN that have mild disabilities. However, since 1971, Zambia has trained more teachers in special Education and none in Inclusive education. Furthermore, the majority of these teachers were primary school teachers. In 2016, there were 1,795 teachers with Special Education qualification making 1.7% of the total number of teachers in the country. In addition, there is a low transition rate at grade 9 and 12, and it should not be left unchecked because the nation will be defeating the” No one left behind” principle reflected in the 7th National Development Plan.⁹⁰

In the absence of comprehensive national up-to-date staff returns, doubt is cast on the ability of MOGE to make informed and timely decisions relating to placements, transfers or other staff movements, particularly teachers trained in SE. It is therefore not known how the Ministry ensured that special schools/units were managed by appropriately trained special education teachers. Similarly, the basis of the placement of special education teachers was unknown.

Despite the efforts of the Special Education Unit, some negative attitudes towards inclusive education, and, in particular, to education for disabled people, continue to present a barrier, mainly in rural areas. Some teachers have been empowered to make inclusive education a reality in their classrooms. However, many have not received any specific training on inclusive approaches or inclusive education in general (IDDC, 2013).⁹¹

Improvements in people’s lives are a common goal shared by many governments and development partners across the world. Monitoring and evaluation can help extract relevant information from past and ongoing activities that can be used as the basis for fine-tuning programmes, reorientation and future planning. Without adequate planning, monitoring and evaluation, it would be impossible to judge if work is going in the right direction, whether progress and success can be claimed, and how future efforts might be improved.

Many Ministry staff had become concerned about the lack of systematic capacity strengthening in monitoring and evaluation in the Ministry over the last 5-10 years. Also, a perception had grown in some quarters that monitoring and evaluation is solely the responsibility of the

⁸⁹ Unza student research

⁹⁰ Report on the Special Education Association of Zambia (SEAZ) Conference held at Moomba Secondary School in Chibombo District from 28th August, 2017 to 31st August, 2017

⁹¹ Education policy review paving the way for SDG 4 Education 2030 - UNESCO

Directorate of Planning and Information (DPI), which led to a reduction in the use of monitoring and evaluation as a critical tool for learning and accountability at all levels of the Ministry. More recently, external pressure for more accurate and timely information to support performance management (e.g. Quarterly Performance Reporting to the Presidency) and national development reporting (e.g. in relation to the National Development Plan), has also led to a growing recognition across the Ministry that improved monitoring and evaluation systems and skills are required at all levels. Monitoring and evaluation help us learn from past successes and challenges and informed decision making so that current and future initiatives are better able to improve people's lives and expand their choices.⁹²

It cannot be overemphasised that every human being has an equal right to have access to education as a basic need in order to improve their livelihood and allow them to be productive citizens of the country who contribute to matters of sustainable national development. This reduces the government's burden on the provision of social welfare or charity. The transition rates of LSEN were low making the principle of "no one left behind" challenged as most are forced to drop out of school due to inadequate infrastructure, residential schools, and other learning aids.

There was no separate tool specifically designed for special education as it is considered to be covered in the standard monitoring tools designed. It was, therefore, difficult to ascertain how aspects of SE provision in terms of curriculum and appropriateness of interventions, depending on disabilities, were monitored.

Guidelines for the implementation of inclusive and special education were developed in 2016 and launched in 2017. These guidelines have been distributed to all provinces and a great extent, all schools. It is hoped that the ministry will conduct sensitisation on the use of these guidelines and put the necessary measures articulated therein in place to ensure effective implementation.

⁹² Zambia Education Sector Support Technical Assistance Facility – British Council

Chapter Seven

Recommendations

This chapter presents the recommendations of the study. It is intended to help the Government and other stakeholders improve the provision of SE in the country. Education aims to enhance the well-being and quality of life for the citizens and therefore, managing for development result techniques should be employed which involves proper planning, monitoring, evaluation, learning and feeding back into planning.

Standard infrastructure specifications should be developed for the schools in order to have in place appropriate infrastructure that is user-friendly for all without discrimination.

Children with disabilities, alongside all other children, have a right to acquire the core academic curriculum and basic cognitive skills, together with essential life skills which equip them to face future life challenges, make well-balanced decisions, develop a healthy lifestyle, good social relationships, critical thinking and the capacity for non-violent conflict resolution. The curriculum must develop respect for human rights and fundamental freedoms, and promote respect for different cultures and values, and the natural environment. Textbooks should also incorporate positive images of adults and children with disabilities and be offered in various formats.⁹³

The roles of the ESO-SE should be re-defined starting with the revision of their job descriptions, which would focus on SE activities such as outreach and identification as well as ensuring that those children who are unable to be integrated receive Home Based Care and necessary support provided to the parents. Discussions with staff at the Department of Psychology at UNZA indicated a willingness to offer training or support to PEOs, ESOs and SE teachers on various areas to improve SE activities.

There is a need for a sustainable methodology of assessment of LSEN that specifies the disabilities in the early learning stages to provide better placement for them.⁹⁴

The Ministry should develop monitoring tools for the different categories of SE to ensure effective monitoring and make an assessment of special education provision efficient. The Ministry should also establish a decentralised and participatory mechanism for planning, monitoring and evaluation of educational provision for children with SEN.

⁹³ UNCRC – The rights of Children with Disabilities to education – Position Paper (Part V- Curriculum Content)

⁹⁴ Interviews with Department of Psychology - UNZA

An evaluation of SE should be conducted to assess how effective this has been to ensure that learners are receiving the necessary education and support. The Ministry should establish an inter-departmental committee that should regularly assess the provision of education to learners with special needs and consider the inclusion of UNZA staff.

The Joint Annual Review (JAR) conducted in 2017 noted that there was incomprehensible data on SE and made recommendations for the Ministry to strengthen the Education Management Information System (EMIS) Annual School Census form and prioritise the data needs for SE.

Quality teaching and learning processes are expected to enable learners to acquire new knowledge and skills and develop to their maximum potential. It is important, therefore, that the teaching and learning process that goes on in a school is of quality and continuously monitored, in order, to evaluate the effectiveness of the teaching strategies, as well as the level of pupil learning achievement.⁹⁵

There is need to set objectives for the various types of education provided to LSEN so that quality and relevance of provision can be measured. Enrolling LSEN is one thing but ensuring that they receive the education necessary for lifelong development and sustainability is another. Therefore, the Ministry must ensure that there are appropriately trained lecturers to train SE teachers.

While there may not be any specific guidelines that require the inclusion of officers from the SE Unit during the recruitment process, the Ministry could consider including them in this process mainly to assist on the qualifications and placement of SE teachers.

⁹⁵ dspace.unza.zm:8080/xmlui/bitstream/handle/.../3254/Main%20Document.PDF?

Appendices

Appendix 1

Names of schools visited per province and district

Province	Districts	Schools
Central	Kabwe	Lukanga
		David Ramushu
Copperbelt	Ndola	Ndola Lions
		Cheshire
		Chilengwa
North Western	Solwezi	St Charles
		Cheshire Homes
	Kasempa	St Mary's
Luapula	Mansa	Kamboke
		Mansa Primary
	Mwense	Mutende
		Mambilima
	Serenje	Nsakaluba
Southern	Mazabuka	Nakowa
		Nanga
	Monze	Choongo
	Choma	Christ the King
		St Mulumba
	Livingstone	Shungu
		Riverview
Western	Mongu	Mongu Primary
		Sefula
	Senanga	Senanga Sch
	Sesheke	Sesheke Pri Sch
Lusaka	Kafue	Nangongwe

Mtendere	
Chongwe	Chongwe Pri Sch
Matipula	

Appendix 2

List of Annual, Provincial and District reports reviewed.

Annual, Provincial and District Reports Reviewed.
Copperbelt
Report on Monitoring of SE – Ndola 2016
Standards and assessment CB - Jan - Mar 2017
Provincial Conference Report 2017
Eastern
Provincial annual report on SE activities - 2015
Annual Provincial Report - 2017
Muchinga
Provincial Annual report on SE activities - 2015
Monitoring report – Mpika
Monitoring report - Mpika April 2015
Provincial annual report on SE - 2015
Provincial annual report on SE - 2017
Mafinga - Annual Report Standards Officer - 2016
Mafinga - Annual Report Standards Officer - 2015
Northern
Annual Report on SE - 2015
Central
Provincial annual report on SE - 2015
Western
Provincial annual report on SE - 2015

Northwestern
SE Provincial Report 2014
Provincial annual report on SE - 2017
Luapula
Provincial Annual Report on SE -2015
Southern
Annual Report on Special and inclusive education activities - 2015
Lusaka
Lusaka District Annual Report on SEN 2015
Lusaka District Annual Report on SEN 2016
Lusaka Province Annual Report 2016
Luangwa District Report – 2015

