Paron Mweetwa
Education system in Zambia

Paron Mweetwa arbeitet als Primary School Teacher an einer Schule in Chisamba, einem kleinen Ort nördlich von Lusaka. Zurzeit bereitet er sich in einem berufsbegleitenden Studium auf seine Prüfung als Secondary School Teacher vor. Ihm stehen weder Computer noch Schreibmaschine zur Verfügung. Trotzdem hat er unsere Anfrage nach einem Beitrag für dieses Buch als Herausforderung für sich angenommen. Seine detaillierte Beschreibung und Analyse der Probleme des Sambischen Schulwesens erreichte uns in einem Päckchen, das drei eng beschriebene Schulhefte enthielt. Herausgekommen ist ein kenntnis- und aspektreicher Text, der sowohl in historischer Perspektive die Entwicklung des Bildungswesens in Zambia dokumentiert, seine Merkmale schildert, aktuelle Probleme benennt und dabei die politische wie die soziale Situation darauf abklopft, welche Verbesserungsmöglichkeiten es gibt. Der umfassende Anspruch und die entsprechend große Aufgabe haben ihren Tribut gefordert. Der Autor schreibt im Telegrammstil und beschränkt sich weitgehend auf das Wesentliche. Bei der Übertragung seines Manuskripts haben wir uns dazu entschieden, es weitgehend so zu belassen. Wir haben nur dort gelegentlich ein Wort oder eine Fußnote eingefügt, wo uns dies zum Verständnis nötig schien.

1. Education in the first republic 1964-1973
Zambia's Educational problems and policies in 1964

Three main principals have motivated all recent changes in educational policy. First, in an independent country which subscribes to a democratic way of life, the national interest requires that there should be equality of educational opportunity for all and without regard to racial, tribal or religions affiliations; second, in a young country the system of education must foster a sense of nationhood and promote national unity without necessarily incurring educational uniformity and third, in a developing country, seriously deficiency of trained manpower and urgent objective of educational policy must be to subserve the needs of national development without, in the process, frustrating the full development of individual abilities and satisfactions.

Prior to 1st January 1964, there was not equality of educational opportunity

in what is now the Independent Republic of Zambia. The African and non-African Systems of education were quite separate and between them there was little communication. In the pre-federation days [1] there were two distinct departments of education and, during federation days, non-African education and all higher education were not the direct responsibility of the Northern Rhodesia government. The non-African system also catered for the Asian and coloured population in separate schools, but its predominant purpose was to meet the needs of the European population permanently settled or temporarily resident in the country.

The main reason for the separation was that the two systems, although having very similar long-term educational aims, started from widely different points and, in consequence, they varied greatly in the speed arid practicability of obtaining their objectives.

From the start, the objectives of the European system were quite clear. Through its school organization, syllabus, language and social practice it was charged with preparing its pupils for the more highly developed, competitive and sophisticated society found in European countries. As the European population was competitively small - in 1953 for example when the federation was established, there were some 53.000 Europeans in Northern Rhodesia compared with some 2.660.000 Africans - the size of the problem was not large and, as a result, it was possible to maintain a system of compulsory education between the ages of 7 and 15 years, to provide high standards of school buildings and equipments, to supply specialist services, medical as well as educational, and to obtain the finance necessary both to maintain and to increase these facilities in accordance with the growth of the population.

The objectives of the African system of education however, although based on a similar educational philosophy, were always hampered in their practical attainment by the size of the problem.

From the earliest days, the policy of successive governments had remained unchanged and the long-term-aims were frequently reiterated as being

- to extend facilities as resources permit until there is a system of universal primary education for every child
- to extend facilities for secondary education and vocational training, having regard to funds available, the supply of candidates fitted by

[1] Anmerkung zur Geschichte: 1953 wurde eine Föderation gebildet aus Nord- und Südrhodesien und Njasaland

character, temperament and ability to profit by them, and the territory's needs and power of absorption, thus increasing the number of Africans qualified to play a full part in administrative and social services, in industry and commerce, and in the public life generally.

- to provide adult education courses for those who wish to continue their education particularly women and
- to encourage the production and wide distribution of suitable literature for those made literate by education.

But the speed with which these objectives could be attained was inevitably governed by political and economic factors. Previous annual reports and triannual surveys have recorded the measure of success which has been achieved in attaining them and, although the quantity and quality of the primary education provided since 1925 compare favourably with those of other African countries, much play has been made of the fact that Northern Rhodesia entered into independence as the Republic of Zambia with the local human resources of only about 100 African University graduates and less than a thousand African holders of a full secondary school certificate. Thus, the main task during 1964 was to integrate the different systems of education obtaining in the country, to promote a unit}' of purpose without necessarily requiring a uniformity of practice, to ensure equality of educational opportunity for all children, to increase such opportunities rapidly at all levels to meet the national needs for educated and trained men and women and in the process, to maintain, extend and improve existing educational standards.

Achievement and Challenges in primary school development
Aim: Policy stressed quality, practice stressed quantity. Alms of first National Development Plan create sufficient places so that every 7 year old child can be admitted to grade 1 by 1970, all urban children can complete the full 7-year primary cycle, and 75 % of rural children can also complete the 7 year cycle. Maintain quantity by expanding facilities for teacher training and by upgrading teachers. Achieve by more readily available government funds, heavy reliance on self help activities to build teachers' houses and classrooms, extension of double session teaching where possible and necessary, crash training of teachers (1966-68) - one year after Form 2. [2]

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[2] Früher übliche Zählung der Jahrgänge der Sekundarstufe: Form 1 – 5, einen Abschluss nach Form 2 erhielt man also nach 7 Jahren Primary School und zwei Jahren Oberstufe.

Achievement: Rapid expansion of Grad 1-4 (265.000 pupils in 1964, 483.000 in 1970). By early 1970ies, about 80 % of eligible children could find places in schools. Grade 4 to 5 transition rate increased to 75% in 1972-73.

Problems

- Buildings, some very poor self help structures, unsafe, some had to be demolished,
- Critical shortages of teachers' accommodation (led to teachers' frustration and demoralization, teachers became increasingly angry and defiant, major strikes in 1963, 1968 and 1970, widening the gap between old teachers and young elite).
- Over-enrolment and very large classes
- Triple sessions started in some areas
- Much repetition, especially in Grade 7
- High drop-out rates in rural areas, especially among girls in Grade 4, 5 and 6

Challenges

- How to get across the idea that primary education is terminal. This was faced up to in a second national development plan, but never accepted by parents, pupils, teachers or administrators.
- How to promote English as medium of instruction (by teachers who are not strong in English) and at the same time promote appreciation for local languages?
- How to make primary schooling more relevant and valuable for those who did not proceed into secondary schooling?
- How to cope with the growing problem of the primary school leavers?

Achievements and challenges in secondary education 1964 - 1973

Aims and strategies: Expend secondary system to provide educated persons in the numbers needed and with skills required for national development. Target was to have one third of primary school leavers entering Junior secondary (grade 8 and 9), and two thirds of Junior secondary leavers entering Senior secondary. This was to be achieved by expanding existing schools, establishing new schools (at least one secondary school in each district), decision to establish large due schools (this the era of faith in very large schools) strategies also included improving facilities and increasing supply of teachers.

Achievement: Secondary school enrolments increased fourfold between 1964 and 1970. But since there had also been rapid expansion at primary level, the primary to secondary transition rate fell. To a large extent achievements were blocked by developmental and personal problems. The expanding system also faced educational challenges.

Developmental problems: Targets for school developments were no: met; completion of school fell much behind schedule; many schools had to be occupied before construction was completed. Reasons: the building industry could not cope with the large number of new schools to be build, poor road and transport system; structures were expensive, with many foreign components, cost rose rapidly, procedural delays in awarding contracts, unilateral declaration of independence (UDI) in Rhodesia had an adverse effect on supplies, costs and timing.

Personnel problems: The crucial problem was that of teacher supply: Few qualified Zambians were available, and there was difficulty in attracting and attaining these. Hence there was heavy reliance on expatriates - mostly young inexperienced, on short contracts, many of them non-English speakers. As secondary expanded, there was increasing difficulty in recruiting expatriates in numbers required. Postgraduate certificate in education (PCE) at University of Zambia made significant contribution to supply of needed teachers.

Educational challenges: How to improve performance in mathematics and science? What kind of curriculum to adopt, how to include practical subjects (diversify the curriculum), where to get the necessary teachers? How much funding and emphasis to give to practical, vocational subjects? What to do about poor performance of girls, especially in rural schools and their fewness in senior secondary?

How to ensure that secondary schools did not produce an alienated, work-shy elite, interested only in white-collar jobs and their own privileges?

Technical and vocational education

Situation in 1964: At time of independence, technical and vocational training (TVT) was the most undervalued and, with university most undeveloped educational area. The only training available for Africans was low level, through 15 small trade schools and technical training at Hodgson Training Centre (now David Kunda Secondary Technical, DKS), but this was foil and was always a centre of agitation and bitterness. Some craft

and technical training at NORTEC and Evelyn Hone College.

Legislation dating from 1943 barred Africans from apprenticeship training; this situation lasted until 1959. The two major problems faced by TVT in the 1960s were 1) all technical training held in low esteem, and 2) severe social and racial discrimination.

Measures adopted: Saunder's 1967 report advised
1) Abolition of apprenticeship scheme
2) Institution of full-time pre-employed training programmes
3) Consolidation of all sub-professional training
4) Training of teachers for vocational and technical areas
5) Fostering of more positive attitudes to all technical training.

Commission for Technical Education and Vocational Training established in 1968 (became DTEVT in 1973). Decision to diversify secondary school curriculum through introduction of practical subjects. Establishment of DKS and Hillcrest as secondary technical schools (1965 and 1969) in order to prepare pupils for subsequent training in engineering or applied sciences or as technologists or higher grade technicians.

Achievements and Challenges: Development of NORTEC, Evelyn Hone, Zambian Air Services Training Institute and Trades Training Institutes made racial barriers overcome. But trades and vocational training (and occupations) still held low esteem, regarded as second best. Continuing challenges:

a) Where is training best conducted - on the job, before the job, or after getting experience? In a specially designated institution or in the enterprise?

b) Escalating costs of institutions and problem of getting retaining qualified stuff and keeping up-to-date with technological developments; some programmes/equipment fossilized

c) Employers' role crucial, but, apart from mines and finance institutions, they did not play their part, partly because too small, partly because of attitude that this was government's responsibility, and partly because they were afraid to invest in training but those trained at an employer's expense should move elsewhere after training.

d) Very low proportion of women taking technical courses.

University Education

Background: Possibility of a university in Lusaka considered by Carr-Saunders commission as early as 1952, but idea abandoned because of pressure from Southern Rhodesia. Dissatisfaction with University College of Rhodesia and Nyasaland (UCRN Salisbury). Clandestine contacts with UNESCO at Tanarive conference (Sept. 1962), decision by Northern Rhodesia Government in March 1963 to investigate possibility of establishing its own university (Minister of African Education H.M. Nkumbula). Preliminary visit of Sir J. Lockwood[3] (April 1963) and of committee of consultants in September - October under Lookwood's leadership. Report submitted in December 1963 and accepted in January 1964 by new nationalist government (Prime Minister K.D. Kaunda).

Lockwood recommendations

Philosophy: the new university must be responsive to the real needs of the country, and must be an institution which will merit respect and recognition throughout the academic world. These principles led to radical recommendations: country needed graduates, but too few traditional sixth form schools and candidates in Zambia respond to national needs. Hence, recommendation of 0-level entry was accepted (first time in English-speaking Africa, but model followed by other universities, while those with A-level entry in Kenia, Nigeria and elsewhere have now changed to the Zambian model). Second so as to be able to respond flexibly to national needs the new university was established as an independent one, such as London or Manchester (UCRN in Salesbury was at first a college of London University; Nairobi, Dar-Es Salaam, Khartoum and universities in Westafrica all started as colleges of British Universities). Lockwood-report stressed priority for education and science as part of response to national needs. The university should strive to merit the respect of the academic world, both through the intrinsic excellence of its courses and through the evident quality and subsequent performance of its graduates.

Immediate and subsequent developments
- Government adopted report in January 1964
- Established provisional council in mid-1964-University Act

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[3] Sir John Lockwood (1903-1965) hat Zambia vor und während des Unabhängigkeitsprozesses in Bildungsfragen beraten.

- Enacted November 1965
- Teaching commenced at Ridgeway Campus in March 1966
- Formal installation of Chancellor in July 1966
- First lectures at Great East Road Campus March 1968
- Kitwe Campus established in 1978 became Copperbelt University in 1987-88.

Student Enrolment: 310 in 1966; 1253 in 1970; 3813 in 1980; first graduates in 1969.

Problems: Necessary early dependence on expatriates and need for heavy investment in training own staff. Insufficient qualified candidates for science. Students carrying over with them from secondary schools poor work, study habits and learning styles, with inadequate critical faculties. Unpopularity of Education and Agriculture. Funding generous, but inadequate - resources could not keep pace with expansion and hence decline in provision of library, laboratory and teaching resources. Heavy teaching commitments (largely a quantitative dimension) left little time for development of research and postgraduate traditions (largely a qualitative dimension). In later years there was a loss of time, continuity, trust and international credibility through regular and prolonged closures and disturbances.

2. Education in the second republic 1973 -1991
The need for educational change in Zambia

Need for overall Re-orientation: much quantitative expansion in 1960s but overall structure, curriculum and organization remained much as in colonial era. Piecemeal attention to certain areas and components (i.e. language policy, the structure of secondary education, the constancy of secondary education) but no attention to whole spectrum of education for children, youths, adults as an integrated system. Partial attempt to address this at 1969 National education Conference, considered quality, relevance, rising casts, general aims of education, etc, but did not consider education as a whole or seek to give the whole system a new orientation.

Growing social concerns: Increasing unemployment, growing problems of primary school leavers - no jobs for them in urban areas, few training facilities, inadequately prepared for life in rural areas. Rural-urban inequalities becoming more marked, real rural incomes falling, shortage of supplies in rural areas, poor medical, educational, transport and social services for rural poor. Poverty getting worse instead of better, mostly in rural areas, but

also a growing phenomenon in towns. Doubts as to relevance of education in this scenario, but the same scenario induced rural poor a) to want more education, b) to want more of the academic type of education which might lead their children out of rural poverty and neglect.

Misgivings with educational System

Too academic/bookish, white-collar-orientation. Almost no community involvement. Responding to reward system of society and thereby encouraging individualism and social stratification. Dominated by examinations. Not sufficiently orientated towards real education (solid learning achievement, worthwhile personal knowledge understanding, acquisition of life-skills, desirable attitudes and habits, sound values, appreciation and love for one's own culture). Alienating from local culture and rural areas. Performance of children in basic language, number and science areas poor. Selection for next educational level based on paper qualifications without regard for character or community contribution. Promoting selfish elitism.

Burning educational questions

How to provide mass education (resources, alternatives, types, levels) without encouraging the 'diploma disease'? How to equalize educational opportunities especially access? How to promote community participation and involvement? How to foster educational self-reliance? What balance to strike between modernization and promotion of traditional values? Is it possible to develop a system based on cooperation instead of competition?

The 1977 Educational Reforms Content

Aims at development of whole person, insists on quality and relevance. States the principle that productive work in schools should serve educational objectives. Established long-term goal of nine years universal education (in basic schools) with intermediate goal of seven years of primary education for all school-aged children. Retains English as medium of instruction. Allows continuance of ever/ one, shows great concern for improvement of teachers, that teachers be worthy of leadership and respect, and that they be fully professional people, establishes two years full-time teacher training as the norm. Retains certification and selection functions of examinations, treats school-based assessment with caution, but allows that it should be applied in determining borderline and difficult cases.

Education Reforms and Innovations in Zambia 1964 -97

1964	Abolition of radically segregated schools
1966	Education Act, opening of University of Zambia
1968	Minister's speech to parliament announcing restructuring of secondary schools, diversification of curriculum and use of English as medium of instruction
1969	First National Education Conference
1974	Decision to reform education system from the perspective that education is a necessary condition for national development
1974-75	Preparatory work on education reform
1975	Decision: all educational institutions would be production units[4]
1976	Draft statement on educational reform (education for develop-ment), National debate
1977	Revised reform document prepared on basis of feed back from National Debate
1978	Publication of educational reform: proposals and recommend-ations
1979-83	Third National Development Plan provides for implementa-tion of some reform proposals
1982	First basic school (grade 1-9) opened
1984-85	Work at UNZA by ERIP team (Educational reform imple-mentation project)
1985	Re-introduction of boarding fees in secondary schools
1986	Submission of ERIP report, the provision of *Education for All*
1987	Report of a working group. Zambia breaks with IMF/World-bank, policy of growth from own resources

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[4] That means: There is a piece of land to cultivate, cattle, pigs sheep and hens to keep in order to give the institution some food and help to survive or even improve their conditions and to train teachers in farm work.

1989-93	Fourth National Development Plan provides for implementation of 1977 Education Reform
1989	MoE prepares for participation in World Conference on Education for All (WCEFA). Preparatory documents reveal critical nature of educational provision. Policy framework paper (PFP) identifies primary education as top priority
1990	Zambia participates in the WCEPA at Jomtien, Thailand, and subsequently establishes its own *education for all* task force
1991	Zambia's national EFA conference. Zambian statement on *education for all*. Preparation of report on investment strategies for education. Ministerial statements of strong support for partnership in educational provision by voluntary agencies and private sector.
1992	Adoption of Focus of Learning as new official national education policy, replacing Educational Reform (1977)
1993	Commencement of Zambia Education Rehabilitation Project (ZERP) formal establishment of grant-aided institutions as board or management bodies
1993-95	Moves towards comprehensive education policy statement and decentralization
1996	National symposium to consider National Education policy and education of girls. Decentralization in Copperbelt (on pilot basis)
1996	Approval of *educating our future* as comprehensive education policy statement
1997	Adoption of basic education sub-sector Investment Programme BESSIP as government's national programme for basic education[5]

[5] Vgl. Finnland Bericht, bearbeitet von Thomas Schmitt in diesem Band.

Strengths: ideological: concern for whole person and each individual, above all the teacher, concern for equity (better distribution of resources)

Professional: concerned for quality, for relevant curriculum, primary of education objectives

Cultural: movement towards restoration of Zambian languages to rightful place.

Practical: realistic and pragmatic, much of it feasible, realistic appraisal of what can be expected of people, what people will accept, what can be done within constraints of limited resources.

Weaknesses: seen by many critics as complete reversal and rejection of major 1967 proposals, by others as little more than linear expansion of existing educational system.

a) Timid arid cautious: not willing for education to provide dynamic leadership-role in a transforming society, does not face issue of kind of education needed in present-day Zambian society. Nor ask whether existing system is producing universal well-being adopts a "keep politics out of education approach" and hence does not address many critical Issues on which education has a bearing, never asks whether "more of the same" is real answer to the educational, social and economic problems Zambia faces.

b) Deals favourably with the handicapped, but otherwise makes no special provision for the disadvantaged such as out-of-school-youth, or rural problems and issues, leaves responsibility for much of continuing education to other ministries and fails to assent its own potential role in combating adult-illiteracy.

c) In common with the draft-statement it takes too little account on the context of education, especially education growth, rural neglect, growing urbanization and worsening economic situation.

d) Like most documents of the time it has nothing special to say about girls' education or on environmental problems.

Educational developments 1977-91:
Implementation of the educational reforms

Much of the enthusiasm for educational reform faded away with the publication of the 1977 document. No strategy worked out for their implementation, no implementation unit set up. Some elements included in third national development plan. Copies of reform document not widely distributed. Document taken as the final justification for every educational inter-

vention, but few were really familiar with its contents. Establishment in 1984 of educational reform implementation project (ERIP) at university of Zambia (UNZA) to work out a detailed plan for implementing the reforms. Report (the provision of education for all) submitted in 1986. Recommended that in few of demographic and economic constraints (fast-growing population and deteriorating economy) priority be given to providing seven years of good-quality education to all children with only limited expansion at the Grade 8 and higher levels. Also recommended introduction of user-charges, especially for boarding on tertiary level.

Social-political developments

"Growth from own resources" policy stands from mid-1987, break with IMF/Worldbank, removed possibility of Worldbank and new donor support for implementation of ERIP and other proposals. Zambia invited to World Conference on Education for All (Jomtien March 1990), preparatory work and investigations revealed critical state of education at all levels, especially in primary schools. Jomtien showed that a large number of developing countries, especially in Africa, had similar problems to Zambia's establishment in 1990 *of national education for all task force,* with special responsibility to promote achievement of universal quality primary education and a significant reduction in adult illiteracy (especially among women) both by the year 2000. Zambia national IFA-conference (March 1991) formulated Zambia declaration on *education for all* with stress on achieving universal primary education, real achievement of school -learning objectives, reduction of illiteracy, extension of private provision of education and new strategies for raising financial resources for education.

Decline in resources

Number of pupils and teachers rising, but less government money available for education. From 1983 with early attempts at structural adjustment, national budget getting smaller and education getting a smaller proportion each year. Salaries absorbing almost all educational funds, learning little for teaching material books, in-service training, inspection, maintenance of infrastructure. Much of education's limited funds spent on boarding and other non-educational student cost. Public spending on each university student disproportionately larger than that on each primary school pupil. Increasing reliance on donor aid for education, but problems experienced

a) in coordinating this aid and b) in determining Zambia's own priorities.

Growing Problems of Access and Quality: Very rapid population growth (average annual growth rate about 3,2 %) but only very small increase in number of schools and classrooms. Extra numbers accommodated in very large classes, with double/triple sessions and 'tied timetable', all of which worked against quality teaching - learning. Many children not able to find places in school, problem different in rural and urban areas, cross enrolment ratio rose until 1985 but then began to fall. Fall in completion rates (number of those entering Grade I who eventually complete Grade 7), Girls affected more than boys. Poor quality education in most schools - few books, shortage of chalk and teaching supplies, very little furniture, buildings ramshackle, teacher demoralized, almost no inspection: education clearly in a crisis.

Development in Education Policy

Free education: Tuition fees never charged in majority of primary, *secondary* (government and grant aided) and tertiary level institutions. Decision (1965) to abolish boarding fees in schools. Only payment legally required of parents = school fund for sports, cultural activities, etc. National education conference (1969) foresaw need for re-introducing fees, because of drain on resources. Educational Reform (1977, page 84-86) reaffirmed that policy was not to charge school fees and that education would continue to be 'free' with deteriorating economy, Parents-Teachers-Associations (PTA) introduced charges to collect funds for school supplies projects.

Education fees: Late 1985, government reversal of policy - re-introduction of boarding fees. Even with payment of fees, boarding costs at secondary schools continued to consume about one quarter of the funds used at secondary level - to pay for a relatively small number of students, many from better-off homes. ERIP report recommended rationalization of PTA payments into composite fee, with introduction of real fees in senior secondary and above. In April 1989 announcement that university students were to pay tuition fees. Economic considerations dominant in various processes of re-introduction of fees. Less attention of equity and efficiency. Believed that payment of fees leads to greater efficiency. Bursaries established to help out needy, but not well used and often hard to secure because of bureaucracy. General principle in financing education that the more universal a level of education is (especially if it is compulsory) the less justification

there can be for tuition fees, the less universal it is, the more justification there is making the beneficiaries pay fees.

Ambivalence towards partnership in educational provision: In 1964 educational provision at primary and secondary levels largely in hands of mission and local government agencies. Government control of schools increased in 1960s and 1970s, in line with increasing government control of economy. Missions retained control over grant-aided secondary (and a few special primary) schools. Reluctance of private sector to begin or expand private schools. Draft statement on Educational Reform had negative attitude to these, but tolerated both because the state did not have the resources to provide for everyone, but affirmed that state provision for everybody was the ultimate goal. Some increase in private schools after 1977 reforms.

Towards Pluralism in Educational Provision

INDP's affirmation (1987) that first responsibility for education of child lay with parents opened door a) to parental payments (fees) and b) to community, private and other provision. Strong ERIP Report recommendation for more pluralism in education. Growing liberalism in economy accompanied growing recognition of role of private sector in educational provision, clearly affirmed in 1989 and later PFP. World conference on EFA stressed need to strengthen partnerships between government and NGOs, the private sector, local communities, religious groups and families. The Zambia Declaration on EFA (1991) was unequivocal "the development of private schools should be encouraged". Following the 1991 political transition Ministry's policy highly supportive of a) community schools b) takeover by religious groups of management of primary schools, c) establishment of schools by industry and private sector (though regulatory environment did not change much). Establishment in 1993 of grant-aided schools and colleges as Board of Management Institutions. Decentralization: pilot 1995 scheme established Education Boards in Copperbelt Province.

3. Education in the third republic 1991 onwards
Principles underlying government provision of education in Zambia
Why do governments exist?
To provide necessary services which individuals would not provide for themselves, if there were no governments.

- A government should develop the structures and institutions of a society and should finance these if there is danger that the private sector will not provide them or that beneficiaries would not purchase them
- A government should equalize access by members of a society so necessary social goods and services and should finance these for those who cannot afford to purchase them. In this equalizing role a government should seek to narrow the gap between the rich and poor,
- A government should establish the conditions necessary for the economic development of a society and should actively promote such development. In this economic role a government should strive to promote and in certain circumstances to create adult employment
- A government should provide for the security and defence of the members of a society.

Should a government finance education?
Yes, this is part of its role as a developer. If it does not do so there is
- danger that the private sector will not provide all the services that are needed (i.e. those needed in remote rural areas or in urban shanty towns)
- and that those likely to benefit from education will not always be prepared or be able to pay for educational service (as is so often the case with girls and the poor).

Should a government provide education?
This depends very much on circumstances. World-wide privately-provided education tends to be of better quality and more cost effective than state-provided education - private schools in general achieve more, do so more cheaply than government schools. In some countries almost all of the education is provided by private sector, even though most of the financing comes from the government - the government uses public funds to contract private providers to supply educational services. Where private schools range from those which are excellent to those which are of poor quality (as in Zambia) there are good grounds for partnership arrangements, with education being provided both by government and by the non-governmental (private) sector.

Should a government regulate education?
Yes, this is needed in order to protect the consumer and to ensure quality of

educational opportunity. Consumer-protection means ensuring that physical facilities are safe and hygienic, that staff members suitably qualified, that the education provided is of satisfactory standard. Equality of education opportunities in this case seeks to ensure balanced development of education, in terms of level (i.e. sufficient opportunities at the bottom as well as the top), curriculum (covers essential core area) and geographical spread of facilities (not all concentrated in town or in low density urban areas).

Should the Government administer education?
Yes, principally in order to
- formulate broad policies for the sector
- undertake planning at the National level
- enact the legislation that an education system requires and
- mobilize local and international resources for the development of the sector.

Partnerships in education
The partnership principle: The 1990 Jomtien conference spoke of an "expanded vision and a renewed commitment" to providing education for all, and stated that partnership principle in educational provision recognizes the special rights of parents, teachers, non-governmental organisations, the private sector, local communities, and religious groups, arid calls for their greater involvement in the conception, design and implementation of educational programmes. The principle is based on the fact
a) that the government cannot supply all the necessary human, financial and organizational resources
b) that the government should not be expected to do so, and
c) that those who collaborate with the government in educational provision have a right to do so, and are not doing so merely because the government allows them. The partnership principle "means instituting a contractual relationship among the various agents of development in particular between the people concerned and those intervening from the outside". The participation of various partners in educational provision makes it more feasible to ensure that parents can exercise their right to choose the kind of education that will be given to their children (UN Declaration of human rights).

Providers of education

The three principle providers are the government, missions and the private sector. At independence, most of the primary schools were run by local education authorities and the missions retained control 1965-1973. Government took responsibility for these and still runs them. Mission retained control of their secondary schools, four teacher training colleges and some primary schools for children with special educational needs (the blind, hearing impaired, physically impaired). Almost all of these institutions are grant-aided (government pays salaries and gives a grant towards the running costs) Grant-aided schools are outside the government system (and in some countries would be referred to as private schools). Grant-aided institutions were given almost complete autonomy in 1993, with power to establish management boards with full responsibilities for policies, staffing, admissions, curriculum etc.

Private education

To meet their costs, private schools must depend very heavily on fees. Hence they respond to the needs of those with ability to pay and are mostly found in urban areas. Private schools cater for a small proportion of pupils (about 1 % of primary school enrolments and about 6.5% of secondary). In first years after independence private schools received capitation grants from government, with government taking more control of the economic and social sectors. In the late 1960s and early 1970s support for private schools declined. Questions began to be raised about their role in a socialist country. Education for Development (The draft statement of educational reform 1976) strongly discouraged them. Educational reform (1977) adopted a more tolerant attitude, but remained cautious and reserved. There was an increase in the numbers of private schools in 1980s (especially in Grade 8) partly because government schools could not cope with the numbers, partly because private schools promised better educational facilities than government schools and partly because a more liberal economic climate was coming into being. Private sector involvement has been a cornerstone of economic policies since 1989, likewise there has been great stress in education on participation of the private sector in the provision of education.

University Act of 1992 allows for private university. The 1998 budget address affirmed that strategies for redressing conditions in the social sectors (principally health and education) included devolving service delivery to

the private sector. Liberalization in education, which is central in the development of education policy, means the participation of private sector in

- providing education,
- supplying resources for education, and
- developing educational materials.

4. The aims of education in Zambia

Goals in Education: Education is trying to achieve something - it has goals, aims, essentially these are to produce desired changes in human beings. The aims may be explicit (as in *Educating our Future)* or implicit in the organization of the education system and its schools, the curriculum, syllabuses, educational materials and manner and content of examinations. Every teacher and every pupil is engaged in goal-directed activity, whether the goal is seen clearly or obscurely, in an evident or confused manner. Four factors contribute to determining these goals or aims.

Educational Traditions: The aims must take account of a system of practices and ideas which are already in place concerning what education is about. These have served the system in the past, may still be serving it well and may serve it well in the future. They may change, but they cannot be ignored. Strong traditions about the principle aims of education include,

a) ensuring the acquisition of a defined and organized body of knowledge and skills,
b) developing qualities of character that society regards as important,
c) giving, scope to individuals to develop their potentials, and
d) providing a substantial and recognizable preparation for adult life.

Nature of the process of education: The process of formal education normally takes place in a school. School as we know it today (an institution that requires fall-time attendance of specific age-groups in teacher-supervised classrooms for study or graded curricula) is a relatively modern institution. Various views are held on the nature of the school's task

a) to instruct the teacher, as the one possessing knowledge and ideas about behaviour, seeks to communicate these to pupils
b) to develop and discipline the mind - the teacher's task is to help pupils develop their mental capabilities
c) to bring out the potential that lies hidden in each one, the teacher's task is to help pupils develop their full personal potential

d) to facilitate growth through active personal engagement - the teacher's task is to arrange conditions that will ensure the active pa rticipation of the learner, and

e) to foster ability and desire to reflect an experience, giving it fresh meaning, so that thereby the learner will be better equipped to deal with new materials and new situations while not abandoning the i n-struction/mental-discipline approaches, modern educators tend to em -phasize the development of potential/growth/reflection approaches, well-developed systems tend to focus more on the potential/growth/ reflection approaches.

Education and society: Education is a social institution which reflects the characteristics of society while at the same time it affects society. At the start of the 21th century, Zambia is a liberal democracy in the modem world. This means that its schools must aim at promoting the cooperation, understanding and tolerance needed by a democracy, the independent and competitive spirit needed in a market economy, the knowledge, understand -ing and skills needed in a technological age, and the attitudes and values needed intrinsically for inner satisfaction and self-fulfillment, and extrins -ically for harmony with others, the environment and the supernatural.

Education and the persons being educated

In schools the persons to be educated are young immature, developing physically, mentally and emotionally. They need guidance and a fram e-work for the development of personally help values. They need activity and scope for investigative, exploratory behaviour, they reed support, en -couragement and challenge in using their very considerable intellectual power, they need support, encouragement and challenge in using their cre -ative and innovative impulses. They are also social, as members of families and communities, of school classes and groups and of powerful school and community peer groups. Above all each one is a unique human being with fundamental worth and dignity that the whole process of education must respect, cherish and seek to enhance.

Aims of lower and middle basic education

Currently, some 120.000 pupils, many of them aged no more then 14 years, are required to leave the school system at the end of grade 7. So the gov -

ernment has put certain specific objectives at the lower and middle basic-level, the specific aims are to:

1. Ensure that pupils acquire essential literacy, numeracy and communication skills
2. Enable pupils to develop practical skills in one or more relevant areas.
3. Nurture an ability, appropriate to the pupils stage of development, to think reflectively, logically, scientifically and critically,
4. Foster healthy living, physical coordination and growth.
5. Promote positive social behaviour and skills for coping with negative pressures.
6. Encourage the formation of socially desirable attitudes.
7. Shape the development of a personally held set on civic, moral and spiritual values.
8. Further the acquisition of knowledge and understanding of Zambia's democratic and cultural institutions.
9. Facilitate the development of each pupils' imaginative, affective and *creative* qualities.

The aims of upper basic Education

The specific objectives for upper basic education must take account of the fact that this is the terminal educational level for the majority of pupils. Currently, close to 50.000 pupils leave the school system each year on completion of grade 9. The numbers ending school at this point will Increase steadily as progress is made towards the goal of universal basic education. The specific objectives for this level must take account of the need to provide such pupils with a recognizable preparation for the world of work, without ceasing to cater for the minority who will continue into higher school.

1. Consolidate the basic learning skills and content acquired in primary school.
2. Expand the range of pupils' knowledge and understanding in critical areas of learning.
3. Enlarge pupils' capacity in scientific and technological areas.
4. Equip pupils with relevant skills and attitudes in practical or entrepreneurial areas.
5. Improve pupils' skills in dealing with intellectual, social and personal issues and with the physical environment.

6. Promote satisfaction in learning, the desire to learn and the skill of learning in intellectual, practical and other fields.
7. Create an environment in which pupils can develop their special talents and attitudes and assist them in doing so.
8. Foster the development of personally held civic, moral and spiritual values.

The aims and objectives of High school education
1. Develop desirable intellectual skills and qualities such as reflective reasoning, logical thinking, ability to concentrate, attentiveness to detail and objectivity in appraisal of evidence.
2. Foster creativity, imagination, resourcefulness and innovativeness and provide occasions for their exercise.
3. Promote extensive knowledge, exact skills and accurate understanding of chosen areas in languages, mathematics, science and technology, the social science, practical subjects and the arts.
4. Provide educational experiences that will nurture skills that will enable pupils to take charge of their own learning.
5. Establish an environment that will cater for the psycho-social needs of pupils and that will facilitate their growth to maturity as moral and responsible individuals.
6. Instil a spirit of self-discipline, integrity, accuracy and hard work.
7. Awaken concern for the promotion of civil liberties and human rights, for the consolidation of the democratic character of Zambia's society and for sustainable human development in Zambia and elsewhere.

Issues and problems in educational provision in Zambia today
Structure of the system: 7 years primary, 5 years secondary, 4 years to first degree (7-5-4). Goals is 9-3-4. The 9 years being "basic" education for all. "Basic" in Zambia means following a formal curriculum for a definite period of 9 years, intentionally, "basic education" means the education that equips learners with the basic skills, knowledge and attitude which enable them to take charge of their own lives and free them to learn further. Attainment of 9 year education for all is dependent on prior attainment of 7 years for all. Situation has been complicated by the unplanned development of basic schools[6]. These have problems of facilities, materials, teach-

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[6] Basic schools sind primary schools, die um zwei Jahre auf 9 Schuljahre aufgestockt wurden.

ers - best teachers remove from primary classes in a school and seconded to teach where they have no qualification, in Grade 8/9.

Access: Primary school enrolment increased rapidly in 1970s and 1980s by using double and triple sessions and by allowing class sizes to grow very large. Even with these measure schools can accommodate only about 89% school-aged children (GER), about one-third of those actually in school are outside the correct age limits, most being too old - 68% of the 7-18 years-old who are actually in school, are outside the correct age, equally divided between boys and girls. In rural areas, there are more places than needed in Grade 1-4, but not enough in Grade 1-7, in urban areas these are fewer places than needed in Grade 1-7. There is room in Grade 8/9 for about 30 % of 14-15 year-olds, and in Grades 10/11/12 for about 15% of 16-18 year-olds. Urban enrolment rates at secondary level are more than twice the rural rates, boys' enrolment rates in Grades 10-12 are more than 50% higher than girls' rates.

Continuity: much dropout, especially in rural primary schools; problem on the increase -91% of those who did Grade 1 in 1984 completed Grade 7 in 1990, 7 years later whereas only 79% of those who entered Grade 1 in 1988 were in Grade 7 in 1994. This decline in completion rates occurring in both rural and urban schools. Girls affected more than boys (girls' 1989-1995 completion rate = 68%, boys'= 81%) and rural areas more than urban (rural completion rate 1986 -1992 = 67%, urban rate =96%) because of Inadequate facilities, many pupils are pushed out of school after Grade 4 (about 14.000), after Grade 7 (about 125.000) and after Grade 9 (about 39.000). Hence system very wide at base, but narrows as one goes up the education pyramid.

School-leavers: Problem of those who leave school or are pushed out of system at young age and/or without employable skills. Schools not able to respond to the needs of the rural areas, the economy not able to provide jobs for all those who have gone to school. Is the problem educational or economic?

Will increase in places in Grade 8/10 solve the problem? Can problem be solved by changing the curriculum (ruralizing at primary level, diversifying and vocationalizing at secondary level)? Does schooling engender negative attitudes to certain kinds of work? What can education and school systems do to prepare young people better for the kind of life the majority will face?

Survey of conditions in 20 Zambia Primary Schools
January-February 1995, (by D.R. Aspinwall)

The results of the survey show that:

- An unsatisfied demand for school places is particularly serious in Lu-saka and extends less strongly along the line of rail and tarred roads.
- In rural areas the supply of school places typically exceeds demand because parents can not afford to send children to school attitude, do not favour enrolment, people are too scattered for all to be within walking distance of a school, the area may be affected by famine and children drop out of schooling.
- Only an estimated 57% of school-aged children are enrolled in school.
- Staff in urban schools work shorter hours and are mainly women. While in rural areas they work longer and are mainly men,
- The average time elapsed since an inspector last visited a particular school is about 3-4years.
- For virtually all children the language of schooling is different from the language of home.
- Except in after rehabilitated schools, are typically bare, with few or no desks, no teacher's table and chair, a broken chalkboard, few books and no wall displays,
- The supply of books has improved but books and other teaching materials are underused.
- Donor aid has made possible rehabilitation and the improved supply of books.
- The buildings of most schools are not regularly maintained and require mayor repairs, whilst 18 % of classrooms are temporary, struc-tures made of mud and grass.
- The average school latrine caters for 73 pupils.
- 45% of schools do not have their own source of safe drinking water.
- In most schools the only funding received from Government is in the form of teacher's salaries, while for other expenditure schools have little potential to raise money.

Some problems

Although the decline in both access to and quality of education in Zambia began in the late 1970s the wearing away of the system did not become visible until the mid-1980s, when school infrastructure began to deteriorate, teaching materials became extremely scarce, and the number of untrained teachers increased dramatically. Today the situation is critical. Most school infrastructure is in utter disrepair, pupils are not displaying age-appropriate reading, numeracy or communication skills, the teaching force is demoralized, and the allocation of public funds has reached an all-time low. Against this background, the Government acknowledges the complexity of the problems facing the system and its responsibility to address problems immediately so that all children can have access to quality basic education. Although Government is committed to increasing access and improving the quality of the system, it recognises that many constraints must be overcome along the road to the future. Because these constraints will not disappear over night, as they are part of the macro-economic envi- ronment of which the education system is part and over which it has little control, the Government will have to find innovative and cost-effective ways to lessen the negative impact these constraints may impose on the system. The most significant constraint included the country's high population growth rate which is increasing the demand for schooling at all levels, the HIV/Aids epidemic which is increasing the number of orphaned (often destitute) children; the weak institutional capacity of the Ministry which impeders effective management of the system, the labour market which is not expanding rapidly enough to absorb the annual output of school leavers, and meagre resources currently allocated to education. Population growth which is about 3-4% per year has contributed to the problem of over-enrolment.

5. Development of special education in Zambia

Definitions:

- Special education as the help that schools devise for children who differ significantly from norm (Kirk and Gallagher 1986)
- "It is education intended for children with special needing, children who for various reasons cannot take full advantages of the provided curriculum as it is normally, i.e. these with hearing defects, emotional disorders or language" (William 1988)

- "This is Instruction that is specially designed to meet the unique edu-cation needs of special students (Lewis and Doonlag 1981)

It is education and adapted to suit the needs of the unfortunate handicapped children suffering from mental or physical disabilities. Special students in-clude the handicapped (Students with learning disabilities), behaviour dis-orders, mental retardation, speech and language disorders, physical and health handicaps, vision and hearing disabilities, gifted, slow learner and talented students. These students receive education as except that the edu-cation materials where they have problems in must be tailored to their need (Education Reform 1977).

The historical Background of Special Education
As we look back into history, we find that the entire concept of educating each child to the limits of his or her ability is relatively new. The current use of the term exceptional is itself a reflection of radical changes in soci-ety's view of those who deviate. We have come a long way from Spartan's practice of veiling the deviant or infant, but the journey was by slow stages, but certainly, on the whole tremendous changes have taken place in soci-ety's attitude toward the exceptional person.
Historically, according to Kirk and Gallagher (1979) four stages in the de-velopment of attitudes, toward the disabled child can be recognised.
1. Pre Christian era
2. Christian era
3. Segregated education era
4. Positive attitude era

Early History
Before 1800 disabled people were abandoned and left to die, thrown over a cliff or left in the wilderness to die because they were considered to be fools or witches believed to possess demons or evil spirits. The move to abandon or murder the disabled was supported that the action was directed against the devil and not the infant.
The coming of Christianity brought about changes because of the idea of love concern for others. People began praying for them although in other area they were still not accepted as totally human and were misunderstood, mistreated and put to death.

Special Education Provision in Zambia

Special education has been neglected in Zambia for quite sometime. 1905 a missionary by the name of Issie Hofmeyer of the Dutch Reformed Church made the first attempt in eastern province when he started to teach the blind how to read and write. In 1914, Ella Botes taught a class of blind boys at Nyanje before the school was later moved to Madzi Moyo. Fifteen years later, she started another at Magwero that attracted people from Zaire. Malawi and Mozambique. The main emphasis was on practical materials such as basketry and pottery. A centre for the disabled was opened at the same place in 1955 [and 1951] for the physically disabled.

A council for the handicapped was established in 1970 to teach the handicapped under the Ministry of Labour and social services. Later the following year, the Ministry of Education took over and established the Lusaka College for Teachers of the Handicapped (LUCOTEHA) at Woodlands before moving to the present Kamwala area. Teachers for the handicapped were trained at this college and many more units and special schools have been opened in hospitals, primary and secondary schools as well as colleges. There were many associations that deal with the welfare of the disabled in Zambia such as the Zambia Council for the Handicapped with 56 branches. All these fall under the Ministry of Community and Social Development. For example.

- ZAFOD (Zambia Federation for the Disabled)
- ZAFOB (Zambia Federation for the Blind)
- ZNAD (Zambia National Association for the Deaf)
- ZNAPI (Zambia National Association for Partially Impaired)
- ZNAPH (Zambia National Association for the Physically Handi-
        capped)
- ZNAPS (Zambia National Association for the Partially Sighted)

Problems linked by voluntary organisations
- Lack of inadequate finances
- No skilled trained specialists
- Lack of proper infrastructure
- Lack of materials and equipment such as Braille typewriters, hearing aids
- Lack of public awareness
- Lack of proper administration and management
- No established curriculum

Special education polices, perspectives and challenges
a case for Zambia

Prof. M. T. Kelly (1998) of the University of Zambia in his paper on the above subject said that there are four major periods of the education reform that have characterized educational provision in Zambia

a) The immediate post-independence years, the major concerns were to put an end to the segregated racial systems, inherited from colonial times, and to expand the system massively at all levels - primary, secondary, teacher education, technical and university. During this period, there was much piecemeal restructuring of the system, but no thorough - go - ing examinations of what education was about and what kind of educa - tion was needed in an independent and prosperous Zambia. Significant milestones were the Education Act of 1966, the minister's (Mr. Wina) address to parliament in October 1968, and the first national conference on education 1969.

b) Many people think of the 1970s as the decade par excellence of educa - tional reform. Certainly, this was a time which saw the expenditure of considerable financial and human resources on efforts to redesign the education system in its entirety. The highlights were the 1976 drafts statements on educational reforms, the National debates of the same year, the many very representative educational gatherings, and the policy document Educational Reforms, published in 1977.

c) The next wave of educational reform began to sweep over the country in the mid -1980s and came to a culmination with the adoption in 1992 of Focus on Learning as the national policy for the sector. The major marks that paved the way for Focus on Learning were the University's 1986 ERIP report. The provision of Education for all, in the 1990 world conference on *education for all* (and Zambia's preparations for it) and

d) Zambia's own Education for All conference in March 1991. Attention was now firmly focused on two features that must characterize educa - tion in a democratic society. Equality of educational opportunity and demonstrable learning achievement.

e) This wave had scarcely begun to roll towards the shore when the build - up began for the fourth and most recent movement for the reform of education, the most comprehensive movement of all, one that ire suited 1996 in two major policy statements, *educating our future* and *investing in our people.* For the first time, the principles guiding the education

system were harmonised with the principles of liberalisation, partnership and private enterprise, which were guiding the state. Also for the first time, there were clear statements of the aims and objectives of school education at every level. Educational and socio-political principles were fused together in a vision of a child-centred education that served the needs of participants, families and communities, and the wider society.

The place of Special Education in policies for Education Reform
What account if any did these various developments take of the needs for special education? In the first wave, just after Independence, there was so much attention to growth that the problems of children with special educational needs tended to be overlooked. In fact, it was not until 1971 that the Ministry of Education assumed responsibility for the education of children with physical handicaps. As the 1976 document tells us, 'planned educational development (for those with special needs) based on national needs and the policies of the regular school system, has taken place only since then' (MoE, 1976:23), it was very different in 1976 and 1977. The 1976 draft statement devoted two-and-a-half pages (out of 78) and the definitive statement five pages (out of 91) to this area. Both documents proposed a set of enlightened policies which cared compassionately for children experiencing various special educational needs. Unfortunately, although some steps were taken, there was no concerted, major effort to turn the admirable sentiments and policies of reforms into practice.

Moving on to the next wave in educational reform, the University ERJP Report was criticized by some people because although its title was 'the provision of *Education for All'*, it did not take the children with special education needs into account. This was because, as the report notes (UNZA), 1986-88 the terms of reference for its preparation did not include references to several topics, including special education, which are treated at length in Education reform. This situation was remedied, however by Focus on Learning which, following leads provided, by the 1990 Jomtien Conference[37] and the insights of Zambia's natural Task Force on Education for All, paid considerable attention to the needs of the handicapped children and set out strategies which the ministry was to adopt in order to respond better to these needs.

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[7] Siehe der Beitrag von Gregor Long Wojtasik in diesem Band.

Current Policies and strategies for special education The policies and strategies enunciated in *Educating Our Future* develop and consolidate the best of the ideas contained in the earlier documents. The problem however: of responding to the requirements of children with special educational needs is put in a wider context, the context of the national determination to ensure quality of educational opportunity for all. Within this context, *Educating our Future* singles out a number of areas where such equality is lacking and where instead, serious disparities exist.

Let's consider the policies and strategies very briefly, after which we'll look at the current practice in the field of special education. Then, to conclude, we can consider some of the problems and challenges that confront all of us who have a professional or personal interest in this field of special education.

The basic policy in the Ministry's undertaking aims at equality of educational opportunity for children with special education needs. Equality of educational opportunities means that these children must be assured of ready access to school, must be enabled to continue and make progress in school according to their needs and must get the support needed to ensure meaningful learning achievement. In short, it means that they must get into school, stay in school and achieve in school. We can legitimately ask whether they do - do they enter school in the number they should, do they persevere in school at least up to the end of grade 7, do they perform as well as their fellow pupils in school? Equality of educational opportunity goes further. It recognizes that some have special needs and if they are to fulfil their potential, then special provision must be made on their behalf: provision in terms of physical facilities, resources, teaching materials, special rooms, special teachers, counsellors, guidance officer, and the support of a cadre of suitably qualified inspectors and standard personnel. Equality of educational opportunity does not mean the same flat provision for all. It does not mean sameness. In fact equality means difference - different provisions for those who are different, whether through poverty, gender, physical impairment, or being a slow learner.

Recognizing that the concept of equality of educational opportunity is very comprehensive, the ministry's second and third basic policies speak of providing education of particular good quality to pupils with special education needs, and of strengthening the supervision and management of special education across the country.

Arising from these policies, the fundamental strategy for responding to children with special educational needs is that of integration. To as large an extent as possible, these pupils are to be integrated into the mainstream institutions and be provided there with the necessary facilities. However special schools, units and programmes will be established where these are clearly needed for the personal or educational development of such pupils. There are three types of integration.

a) **Physical Integration** exists where special units or classes are set up in regular schools or where a special school and a regular share the same facilities. Munali Secondary school is a good example where the deaf and the so called normal share the same facilities.

b) **Social Integration:** Here children attend a special class or unit, play, learn and eat with other children for sometime of the day. This is to foster social interaction. Kalomo Secondary school is a good example but at a small scale where the blind and the normal mix.

c) **Functional Integration:** The fullest form of integration and the most effective and meaningful because it combines physical and social Integration and allows children to jointly participate in activities of the school.

Purpose of **Integration**
- To change attitude
- Self-awareness on the part of the disabled
- Facilitation of language development
- To enable the disabled learn from a more competent peer
- To eliminate segregation and isolation of the disabled.

In order to cater better for children with special needs, the ministry has undertaken that it will:

- Train an adequate number of teachers in special education. Some training in this area is being given to all teachers, since the policy of integration means that every school, and almost every class, will contain children in need of special care and attention. A practical point in this regard is where the new one-plus-one system of initial teacher training will find the time needed for such orientation, considering that there has been little room for it even in the current two-year residential training programme.

- Design appropriate curricula and teaching materials. Again we must reflect that designing these is one thing, disseminating them is another, es-

pecially from the aspect of promoting the teachers' facility with and their ability to handle them.

- Provide specification for special furniture, equipment, aids and infra-structure provision. With the help of donors, there may be some progress here, but as we will see below there is an over-present danger, that re-sponding to the needs for ordinary items of furniture and equipment may overshadow the more specialized needs of some children.
- Develop appropriate technology support system. This seems to refer to needs at two ends of the scale - the support that technology can be provided for children with severe speech, hearing and mobility problems on the one hand. And the support that can be provided for very gifted, able children on the other.
- Provide adequate supervision of special education programs. The text of the policy document makes it clear that this refers above all to increasing the number of inspectors in the field of special education.
- Work closely with the Ministry of Health for assessment and identifica-tion of children with special needs. Closer collaboration between Educa-tion and Health is important for a number of reasons, not least benefit from this collaboration is that special education schools may be able to piggy-back in the health assessments services, with the consequent bene-fit of earlier identification of children in need and some indication of the provisions needed to meet such needs.
- Dispense with all educational costs for children with special needs and provision of bursaries for such individuals at tertiary level. Implementa-tion of this strategy could be crucial in increasing the school participa-tion of special children. Many families are unaware of the way schools can benefit these children and hence they are reluctant to invest in hav-ing them educated.

This is about all the care with poor families who have so many other calls on their very limited resources. It will be essential that education boards are made aware of this provision and that Ministry arranges with them how. The shortfalls can be made goods.

Special Education in Practice

These are the principles, what is the practice? How many children with special education needs do our schools presently cater for? It seems that we do not know! The enrolment in special schools and units are known of

course. But there are very few of these, less than 150 (of all categories and including both primary and secondary school levels) across the country, and mostly they are of small size. Compare this figure of well over 4.000 school institutions, some of them very large, and we get some idea of the inadequacy of our provision. To the best of my knowledge, there is no information on the number of children with special needs who have been integrated into ordinary schools.

The number is very small, but we have no way of knowing, statistical returns make no mention of them and even the newly designed primary schools annual return forms make no provisions for gathering information in this important area. Possibly this points to one major problem that we face here: the invisibility, anonymity of these children, almost as if they do not exist. Surely, that has to be changed. Further light is thrown on this matter by the 1990 census. The Central Statistical Office acknowledges that census information on the disabled may be quite incomplete. But even the incomplete information can tell us something. For instance, in 1990, a massive 98% of disabled persons aged 5 years and above, did not have any formal education, whereas the comparable figure for the total population was 88%. In other words, school participation among the disabled was considerably lower than in the total population. It is very likely that the situation has deteriorated since then, because of the general deterioration in the education sector and the overall income-reduction which most families have experienced.

Apart from children with manifest special needs, educators are concerned with the lack of provision for another group: those with mild learning disabilities, we refer to as slow learners. The school curriculum, the teaching that goes on, and the examinations at the end, all cater primarily for these of average ability. They look neither to the less able nor the brilliant child. The former may be able to care for themselves (although failing to provide some encouragement for them risks not capitalizing on their potential). The later cannot do so. They are lost in class. They feel left behind; they progress automatically from one class to the next, but without having mastered the skills and content of the lower class. School is a penance and torture to them. Many of them are only too happy to slip quietly out of the system, to 'evaporate' from it, joining the ranks of the dropout. The system does nothing for them. It is as if educationally they did not exist. Surely, this is serious matter and one that deserves more of our attention and consideration.

When giving attention to children with special education needs, let us recognize that there is a large grey area, inhabited by many children, who cannot cope with the pace and rhythm of an ordinary class. What this means is that in addition to special education, there is a growing need for remedial education, a growing need, because with the universalization of education the ability range is within each level of the system as the less able pupil is no longer selected out.

Problems and challenges

There are four major problems that impinge on the implementation of the ministry's policies on making adequate provision for children with special needs.

Lack of adequate information: There is the lack of good information on how many children we are talking about in the various categories.

Attitudes of parents and society: A second major problem is the attitude of society to the education of children with special needs.

Competing Claim: A third major problem is in the way resources are allocated. This has been a problem with special education since before the time of the 1977 Education Reforms.

Donor involvement: The fourth problem is the apparent fear many donors have of becoming involved in special education provision. There is fear that it could be a bottomless pit and that it may be all consumption, with little hope of economic.

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