

Thomas Schmitt (Bearbeitung)

## **Internationale Entwicklungszusammenarbeit: Finnlands Blick auf das sambische Schulsystem und seine Unterstützung<sup>1</sup>**

*Der folgende Beitrag ist Teil der Projektbeschreibung einer Zusammenarbeit des finnischen Außenministeriums mit dem sambischen Ministeriums für Erziehung und Bildung. Er soll nicht nur ein Beispiel für finanzielle Unterstützung sein, sondern auch zeigen, in welchem komplizierten Zusammenhang sich Projekte solcher Art in Sambia bewegen müssen. Eingeleitet wird der Beitrag mit einer detaillierten Beschreibung der derzeitigen Mängel, die das Schulsystem in Sambia belasten, um dann die drei Hauptprobleme herauszustellen, für dessen Lösung sich das finnisch-sambische Projekt ESSP III einsetzt: Aufbau und Konsolidierung von Schulinfrastruktur, HIV/Aids-Sensibilisierung und -Erziehung und die Integration von Kindern mit sonderpädagogischen Förderbedarf in das schulische Bildungssystem. Alle finnisch-sambischen Vorhaben in diesem Bereich verstehen sich auf das Ziel ausgerichtet, die Beschulungsrate zu heben und die Qualität der sambischen Schulbildung für alle Schulkinder zu verbessern.*

*Für diesen Auftrag wurde ein Projektplan entwickelt, der dank langjähriger Beziehungen von Finnland zu Sambia und deren früheren Erfahrungen in der Entwicklungszusammenarbeit auf eine nachhaltige Entwicklung auf allen beteiligten Ebenen ausgerichtet ist.*

### **Issues and dilemmas that challenge the system**

The School Survey of the Ministry of Education found that about 1,506,650 were enrolled in primary school in 1996. The Gross Enrolment Ratio was 85%. The gender ratio was 52% of boys and 48% of girls. However, 19% of all of these children were overage, i.e. they attended grades that are lower than their age indicates. It is also important to note that the enrolment growth has been only about 1% annually despite the population growth of over 3% each year. The Net Enrolment Ratio of 69% shows that some

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<sup>1</sup> Der Beitrag stützt sich auf die Projektbeschreibung des Finnischen Außenministeriums und dem Sambischen Ministerium für Erziehung und Bildung zum Education Sector Support Programme Phase III, der uns von Hannu Savolainen, Professor am Niilo Mäki Instituutti der Universität von Jyväskylä, zur Verfügung gestellt wurde .

560,000 children of the primary school age do not attend school at all. The situation is worse in rural areas where the average school absence reaches almost 40%. The reasons for children being out of school include the cost of education to parents (including the need of school uniform), low quality of schooling, the distance to school, health and nutrition issues, especially increasing HIV/Aids cases, and the worsening situation of orphans.

The Government of the Republic of Zambia (GRZ) financing for the Ministry of Education (MoE) has been increasing as a share of 'supply expenditure', for the current year this share is 19%. Regarding the intrasectoral allocation, the share of the primary sector has been growing, reaching the intended level of 60% of the entire education budget this year. This figure includes external aid for primary education as well. Hence, the implementation of the Annual Work Plan of the Ministry of Education is highly dependent on the inputs of the co-operating partners of Zambia.

Until recently, most decisions affecting pupils and teachers in schools were taken at the Ministry of Education Headquarters in Lusaka. This has been found a lengthy and ineffective administration leading to poor communication and lack of commitment. Furthermore, the actions taken by the central Ministry have not always been based on an analysis of needs at district or institutional levels. For example, the appointment, confirmation, promotion, retirement and displacement of teachers have often been affected by long bureaucratic procedures. The GRZ has adopted the Public Sector Reform Programme that intends to decentralise education management gradually, by shifting power from the Headquarters to the Provinces and Districts.

Teachers in Zambia are drastically underpaid, poorly prepared and deployed, trained in insufficient numbers, and provided with little support in schools. As an example, teachers are paid less than university students get for their meals, and almost 25% below the estimates of the poverty line for a household of two adults and four children. In addition, the payment arrangements, involving visiting the bank to get one's salary causes a lot of problems for rural teachers. Of a total of 38,000 teachers in Zambia, only 29,000 have proper pedagogical training. Thus, the number of untrained teachers is over 9,000 (i.e. approx. 24%). Teachers work in overcrowded classrooms, the overall pupil/teacher ratio being 54:1.

The two key educational dilemmas in Zambia are stagnating enrolment rates and poor learning outcomes. These are affected by the poor availabil-

ity of resources which in turn are a result of the low share of the government budget to education. Furthermore, the poor condition of the school infrastructure, low salaries of teachers, and the lack of appropriate learning materials, have together influenced the declining quality of educational outcomes in the system. In addition, the system's inability to provide equal opportunities for all children given the socioeconomic, cultural and geographical disparities has jeopardised the value of equity in education.

Zambia has one of the worst HIV/Aids pandemics in the world with an estimated 20 % of the population 15 years of age or older infected by HIV. The registered HIV prevalence varies from 11% in North Western Province to 20,5% in Lusaka. Aids-related deaths are rapidly escalating and expected to peak in 2005. If the infection rate drops to 16% by 2010, the number of infected persons will stabilise at approx. 1,1 million. Life expectancy is plummeting.

The average Zambian life expectancy has dropped from 54 years few years ago to 37 today. It is estimated that there are currently 500,000 Aids orphans in Zambia, which is estimated to reach 1,000,000 by 2010. This alone represents more than 10% of the total population of Zambia (see Zambia National HIV/Aids Strategic Plan Summary, 20 May 1999). Further, 84% of Aids cases are found between the ages of 20 and 49, the most economically productive years. The losses in this age group will weaken the fiscal base for the social sectors as well as household contributions to education.

The Zambia HIV/Aids pandemic seriously threatens the nation's prospects for sustainable economic and human development as it depletes Zambia's most educated, energetic and productive population. It reaches all groups of people in the society. It is, thus, reasonable to expect that the infection rate among the teaching profession is no different from the rest of the population. As a consequence, the impact of this epidemic is enormous to schools: lost teaching time, increased attrition rates, increased demand for trained teachers, the increasing number of orphans, and new demands for psychological and social support to those who are facing the disease. In addition, there are likely effects on pupils' attendance and performance as children try and cope without adequate adult support at home, and/or become ill themselves.

On the basis of district prevalence rates, it seems likely that about 6,300 trained teachers were HIV-positive in 1996. This is about one-fifth of trained teachers. Almost all of these will die in the coming 3 to 10 years,

but before that they will teach for some years in a desultory fashion, present in school for progressively shorter periods, absent due to sickness, until the day they cannot teach any more. The Ministry of Education reported that 680 teachers died in 1996, about 800 in 1997, and over 1400 in 1998. According to estimates of the Ministry of Health, by middle of the next decade approximately 2000 teachers will die annually, in other words five to six teachers are going to lose their lives every day. The registered causes of these losses may vary depending on the ultimate cause of death. Nonetheless, it is clear that the Aids and HIV-related illnesses are predominant. This loss is greater than the total output from all primary Teacher Training Colleges in Zambia. The education system will face a serious difficulty in sustaining its functions with losses of this magnitude. This becomes particularly significant in the light of the overall goals of Basic Education Sub-Sector Investment Programme (BESSIP), i.e. to increase enrolment and reduce disparities between urban, semi-urban and rural areas, as well as to achieve equity in gender and socio-economic status, and to enhance learning outcomes for all pupils.

HIV/Aids has multiple effects on education in Zambia. First, it affects the demand for education, because there will be fewer children to be educated, fewer children who want to attend school, fewer children able to afford education, and fewer children able to complete their primary schooling. Girls are particularly vulnerable in the HIV/Aids pandemic. As more and more adults fall ill and die, it is expected that the girls become the main care-givers in the family. They are especially in danger of contracting HIV when nursing diseased children or adults in advanced stages of Aids or Aids-related diseases. In addition, many men uphold false beliefs that if they have sex with young girls, they will be cured of HIV or will not be infected. Secondly, HIV/Aids affects the supply of education. This is already visible – in the loss of trained teachers, the number of teachers who are too sick to be able to provide proper teaching in schools and reduced private financing for the education system because of expenses due to sicknesses. Thirdly, HIV/Aids affects the planning and management of the education system, because the losses of officers, inspectors, lecturers, and management personnel are likely to be at the same level than those among teachers. Fourth, HIV/Aids affects the content, process and role of education. The National Curriculum has already been changed to include psycho-social life skills. Some preliminary teaching materials have been developed,

but are in need of revision both in terms of presentation and teaching methodology. Because primary schools are the main channel through which messages about the pandemic can reach Zambia's window of hope, those in the 5 to 14 age group, all children must be enabled to understand and act upon age-relevant information about HIV/Aids, demonstrate that they have understood it, and can put it into practice.

Schools are the only institutions that are found in almost every part of Zambia. Hence, the current situation in terms of the role of formal education in reducing the HIV/Aids transmission has to be looked at in a new light. Schools are going to have to be transformed into a multi-purpose development and welfare agency, delivering more than conventionally understood education services. Indeed, schools will have to become a community resource centre, counselling children and teachers, and for the dissemination of messages and correct information about HIV/Aids.

There are three main areas to be addressed in HIV/Aids and education:

- the potential impact of HIV/Aids on the human and fiscal resource base in education
- the content and approach of HIV/Aids education at all levels and in all areas of the educational system
- the necessity of behavioural change

Another important factor which seems to underlie the barriers to education is the relatively low value communities place on education. Education hardly appears among the priorities of the ultra-poor. Also, the increasing number of households that are taken care of by children makes proper attendance at school very difficult, if not impossible, for them.

The enrolment and dropout rates for girls are higher than for boys both in mainstream and special needs education, and are higher in rural compared to urban areas. Traditionally, appreciation of girls' education is not high and especially in large families, education of the boys is considered as a priority and the girls are expected to participate in income generating activities and household chores. In school children's families the follow-up and encouragement of children's studying lies on the mothers' shoulders. Fathers should be encouraged to take a more active role in supporting their children's education.

## **School Infrastructure**

School construction, rehabilitation and maintenance need improved co-ordination. The existing capacity is fragmented to several bodies in the sector causing duplication and overlapping. At present the Building Section in the Ministry of Education is not able to co-ordinate effectively the school infrastructure sector due to inadequate resources, lack of sufficient qualified staff and poor management and information systems. Hence, the problems to be addressed in the first component of this programme are:

- The infrastructure environment of many schools in rural areas of Zambia is not conducive to learning and teaching. A poor learning environment, combined with low quality of teaching, irrelevant curriculum and negative attitudes in some communities, contributes to low attendance, poor learning achievements, drop out and thus early marriages of girls, and in certain areas boys opting to other activities such as fishing, tending cattle, and so forth.
- The number of acceptable classrooms and teacher's houses in rural areas is inadequate. Qualified (in particular female) teachers are not willing to work in rural schools, and untrained teachers are posted there resulting in low quality of teaching. In poor working and living conditions teachers' motivation is low and they tend to undertake other activities such as farming and trading. Hence, absence of teachers from schools during teaching hours is common.
- The existing infrastructure in more than 60 % of schools is badly dilapidated and requires major rehabilitation. In many schools there is also a need to complete unfinished structures, to replace structures beyond repair or made of temporary materials, and to expand through construction of classrooms, staff houses and other structures. Available data shows that there are 980 schools mainly in poor rural areas made of temporary materials and in need of total reconstruction. The quality of workmanship and materials in many community-based projects has been poor, resulting in a short life span of structures and increased need for maintenance. The poor state of school buildings exposes pupils and teachers to adverse weather conditions and decreases attendance.
- Maintenance and preventive maintenance of school infrastructure is usually inadequate or totally neglected for years due to lack of ownership, knowledge and resources. Negative attitudes towards education in some communities have also allowed vandalism of school infrastructure.

- A large number of rural schools lack desks and many pupils are sitting on the bare floor of makeshift seats. Other furniture such as teacher's tables and chairs, office tables, chairs and shelves or cupboards for proper storage of teaching materials is also inadequate. Blackboards are often of poor quality and too small, making teaching and learning difficult. Furthermore, many rural schools lack a safe drinking water source and proper sanitary facilities. Poor sanitary conditions and drawing water from streams or shallow wells form a health risk and decrease attendance, especially of older girls<sup>2</sup>.
- Standard designs and specifications for school buildings are used nation-wide with little consideration for different local conditions and special educational needs. Weather conditions in terms of temperature, rainfall and winds as well as soil properties for founding and for use as building materials and vegetation vary considerably in different locations of Zambia.

### **Special Needs/Inclusive Education**

The Ministry of Education aims at increasing enrolment and improving the quality of education in Zambian schools, and in the BESSIP framework equity is raised as a crosscutting issue, covering equal opportunities for education of all children. The interaction and implications of these objectives require measures to be taken at all levels. Increased enrolment, including children with special needs, will stimulate greater demand for quality education and consequently, improved quality of education might attract more children to school. Attention should be given to support all the schools to enable them to accommodate children with special educational needs and specialised services are required to meet more severe learning difficulties. Integrated or special educational services require additional resources and true commitment from all partners. Thus, the problems to be addressed in the second component of this programme are:

- The precise number of children with special educational needs in the two targeted provinces is not known. Although periodic attempts are made to bring their needs to the surface, many have remained invisible and anonymous. A large number of children are hidden at home, and their disabili-

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<sup>2</sup> One factor hindering girls' possibilities to attend school is the fact that there are often no separate sanitary facilities for them. This is not always taken into account when planning the rehabilitation or construction of school buildings.

ity is not manifested to outsiders. There is little or no information about children with special educational needs in the ordinary classes.

- The provision of special education services is inadequate and does not reach all the children who need it. Less than 25,000 children out of estimated 175,000 with special educational needs in Zambia are in school. Children are turned away because of lack of study places. Long distances reduce enrolment and school attendance and there are no outreach services for children who are not able to attend ordinary schooling. The enrolment and dropout rates are higher for girls than boys both in the mainstream and special needs education and higher in rural compared to urban areas. Furthermore, children are not able to find appropriate educational services, or they are placed in unsuitable learning environments. The professional assessment services are available only in large towns and many rural children fail to complete the process because of distances and high costs. The assessment is still sometimes based on medical considerations, not taking into account educational and developmental aspects.
- The status of special needs/inclusive education in the education system is low. There is insufficient capacity and resources in the MoE to plan, implement and monitor special needs education, as well as limited recognition and awareness of the needs and importance of this discipline. There are no specialised officials in the provinces or districts and inadequate professional and administrative support and resources are allocated to special needs education. The Annual School Report does not provide reliable information about the situation in Zambian schools (accurate data on the number of children with visual, hearing, mental and physical challenge by grade and gender). Although there is a lot of concern about children with special educational needs amongst most Zambian communities this concern may not be accompanied by positive attitudes. Also, many parents do not attach value to the education of specially gifted children. Sociocultural factors have a great impact on the participation and performance of children with special educational needs in education, as it is the case with the girls.
- Schools have insufficient capacity to address special educational needs/inclusive education. Children with special educational needs learn few and irrelevant skills in school. The curriculum is overloaded and teaching is exam oriented. While quality is an important consideration in the education provided for all children, it is of particular importance in the education of children with special educational needs who require education of high qual-



ity to compensate for difficulties they experience. With a policy of mainstreaming and increased enrolment, greater demands are going to be made on the quality of education and provision of special education. In addition, few classroom teachers have received training in how to teach children with special educational needs. Appropriate teaching materials are scarce; and the attitudes of school managers, teachers, other pupils and parents do not favour differences in the classrooms. Few resources are allocated to special needs education and the low status of the special needs education affects teacher motivation and the quality of education. Little is done to adjust the teaching environment to meet the special educational needs. Poor classrooms, lack of furniture, lack of resource rooms, poor acoustics and lighting affect learning achievement and equity of learning. The desired increased enrolment will entail a continuous need for disability-friendly schools where special educational needs have been taken into account.

- Multi-professional collaboration has not reached the extent where adequate services can be provided to all children regardless their area of residence. Various line ministries gather scattered and unreliable information, which is difficult to access.

### **HIV/Aids education**

The HIV/Aids pandemic is one of the most serious health and demographic problems in Zambia and will have profound negative social and economic impact for the foreseeable future. The education system has a great responsibility to teach children what HIV/Aids is, how it can be avoided, and how to live with HIV-positive people. Within the society at large the need to change the sexual habits and cultural customs is difficult to achieve. The targeting of children of ages 5 to 14 through the education system would seem the most promising hope for the future. The issues for the education system are severalfold: first, to help prevent the spread of the pandemic through schooling. Secondly, to enable increasing numbers of orphans to attend school on an equitable basis. Thirdly, to assess and plan for the impact of HIV/Aids on the educational system. Thus, the problems to be addressed within the component on HIV/Aids are:

- Inadequate data on and projections of the potential impact of HIV/Aids on the educational system. The lack of adequate and timely data on the impact of HIV/Aids on teacher and administrator attrition rates, declining

work efficiency of teachers, declining fiscal base, enrolments, etc., precludes adequate human and material resource projections and planning.

- Inadequate school guidance and counselling services. More and more school children have to take on the role of head of the family and lack adult guidance, as well as non-affected children needing education and guidance. There is a lack of age-relevant materials for teachers, parents and other adults on HIV/Aids. Appropriate counselling services in schools and communities are non-existent in many places. The links between schools and community development groups are not strong enough.
- Lack of relevant classroom materials assisting teachers, parents and communities to build awareness of the HIV/Aids pandemic. Teaching manuals with relevant pedagogical approaches have not yet been developed. The role of HIV/Aids issues in teacher training needs strengthening, particularly since teacher educators are reluctant to take up the issue explicitly. Existing teaching materials, such as posters and information sheets are scanty and not relevant for lower primary school children.
- Non-coherent emphasis on appropriate anti-Aids thrust in school curriculum and textbooks. The national curriculum was recently reviewed particularly in terms of the content and scope of the life skills component. The relevance of present curriculum for all pupils in basic education needs clarification. Cross curricular integration of HIV/Aids issues in relevant obligatory carrier subjects needs to be ensured and textbooks for life skills should also be reviewed in order to secure the appropriate information on this topic. Recently-developed readers on HIV/Aids awareness need to be purchased and distributed to all lower and upper primary grades.

### **Finnish support to development of the education sector**

Zambia has had several co-operating partners during the past decades in the education sector, and the Finnish Government has already almost 20 years of experience in bilateral cooperation with the GRZ in education sector development. Until recently, the co-operating partners have channelled their aid to the Zambian Government via traditional project modalities. In 1998 a joint Code of Conduct was signed by the Ministry of Education and the donor community in order to move from project support towards a sector-wide approach (SWAP) in educational development. Since it was not possible to devise a sector programme for the entire education sector at the outset, a sector investment approach for Basic Education has been planned

(BESSIP) and is about to be implemented in the near future. A Tertiary Education Sector Investment Programme (TESSIP) is about to be planned. This approach challenges the use of traditional project approach in several ways: in terms of perspective, ownership, and means of financing.

A SWAP involves devising a programme for the balanced development of the sector as a whole, which means that specific interventions have to be planned and implemented as parts of that whole, and not as isolated elements. The Ministries concerned take full responsibility for the whole sector, and donors have to be coordinated in their inputs. A sector investment/development programme can be financed through a pooled fund (basket fund) which is channelled to any or all activities which have specified outcomes, or through earmarked funding, where donors are requested, or suggest themselves, to support particular parts of the programme; or in combinations of both. In a transitional period, pooled funding, earmarked funding and project funding are likely to co-exist until capacity is in place for the Ministry to operate through pooled funding only.

The Ministry of Education and the community of the co-operating partners require that all new investments in the development of education sector should fall within the loose category of a SWAP, and the project approach should be phased out.

### **Project History**

The Government of Finland has been involved in supporting education in Zambia since 1974, when Practical Subjects in primary schools were initiated. This project extended up to 1990. Other areas of support from the Government of Finland prior to the current Education Sector Support Programme (ESSP) have been support to the Educational Broadcasting Unit, teacher training for special needs education (1974-83), and the Zambia Educational Materials Project (1985-1998).

Project identification for the ESSP was undertaken by a Finnish-Zambian mission in 1990. After the mission team's proposals had been approved by the government of Finland and the Government of the Republic of Zambia as a basis for further planning, the subsequent Project Preparation Mission produced project documents for ESSP. The inter-governmental agreement on implementation was signed in 1991.

The Budget of the ESSP was initially FIM 130 million. However, the budget was reduced to FIM 90 million before the implementation phase be-

cause of the difficult economic recession in Finland. Originally the programme had 12 sub-projects.

- SP1 Zambia Educational Materials
- SP2 Book Support
- SP3 Evelyn Hone College of Applied Arts and Commerce, Lusaka  
Media Studies Department
- SP4 Zambia Educational Research Network
- SP5 Studies for Educational Planning
- SP6 Primary School Upgrading
- SP7 Rehabilitation and School Based Maintenance
- SP8 Evelyn Hone College of Applied Arts and Commerce, para-  
medical Studies Department
- SP9 Evelyn Hone College of Applied Arts and Commerce, Hous-  
ing and Vehicles
- SP10 Teacher Education for Teachers of the Handicapped
- SP11 Resource Centres
- SP12 Studies for SP (11).

The last two sub-projects (SP11 and SP12) were not implemented due to budgetary constraints. The Mid-Term Review of the ESSP Programme was carried out in 1994 and recommended that ESSP Phase II should be planned and implemented.

The Project Document for Education Sector Support Programme Phase II, 1996-1999 was prepared by Zambians with the help of Finnish advisors. The appraisal recommended some changes to the document and the Project Document was approved in September 1995, with the total budget of FIM 42,6 million. The programme consists of six components:

- SP1 Educational Materials
- SP2 Library Support
- SP3 Competence Based Modular Training
- SP4 Zambia Educational Research Network
- SP5 Primary School Construction and Rehabilitation
- SP6 Teacher Education for Teachers of the Handicapped

The six separate projects are in two different ministries and several different institutions. The five projects in ESSP II were prioritised by the Ministry of Education out of twelve original projects in ESSP I and one project was proposed by the Ministry of Science, Technology and Vocational

Training (MSTVT). The administrative structure of ESSP II was renewed to have greater Zambian ownership. As much responsibility as possible has been given to MoE and MSTVT to decide within the framework of the agreement what its priorities are, how the funds are to be used and how the programme should proceed. The long-term technical advisors have had a low-key role, influencing but not dominating decision making. The decisions are ministerial decisions, as in a sectoral programme. In many ways the approach and style of ESSP II coincides with that of BESSIP. The Mid-Term Review of the ESSP II Programme was carried out in 1998. The report recommended that the Government of Finland should increase its support to the education sector in Zambia.

### **The Basic Education Sub-Sector Investment Programme (BESSIP)**

The Ministry of Education has identified basic education as a national priority. At the same time the Ministry takes a holistic view in its approach to rejuvenate the secondary and tertiary sub-sectors, and therefore will take necessary measures to address requirements for these sub-sectors as well, in order to ensure that the education system meets the requirements of national development. The GRZ is seeking new financing commitments focusing on its priority programme in a comprehensive and integrated manner.

BESSIP is a national initiative targeted at the sub-sectoral development which is most urgently in need of attention. BESSIP is linked to the Ministry's budget and the Medium Term Financing Framework. In recognition of the priority accorded to this sub-sector, the Government has progressively been shifting its focus of allocation within the education budget towards basic education. BESSIP is guided by the well-articulated policy vision of the GRZ (Educating Our Future 1996).

The two principal objectives of BESSIP are to

1. increase enrolment and reduce disparities between urban, semi-urban and rural areas, as well as to achieve equity in gender and socio-economic status, and to
2. enhance learning outcomes for all pupils.

These two objectives of BESSIP are to be attained through focusing the government's ongoing programmes, while creating new programmes that

fill perceived gaps. The interventions addressed under BESSIP focus on seven priority national programmes, namely:

- (a) School Infrastructure
- (b) Teacher development, Deployment and Compensation
- (c) Educational Materials
- (d) Equity and Gender
- (e) School Health and Nutrition
- (f) Curriculum Development
- (g) Capacity Building

BESSIP is a sectoral investment programme (SIP) focusing upon basic education up to Grade 9. It is a partnership between GRZ, all stakeholders in the education system, and external cooperating partners. It focuses its investment upon a mutually agreed prioritised policy and strategic framework under the overall management of the Ministry of Education Planning and Research Directorate. BESSIP is therefore integrated into the line activities of the Ministry and it is intended to phase out the semi-autonomous project approach as current projects reach their expiry dates.

The scope of the Education Sector Support Programme Phase III that is described in this document is fully in line with the main objectives of BESSIP. However, the financing modality in ESSP III will not follow the 'basket funding' principle completely at the outset, but will combine basket funding with project financing. Furthermore, the ESSP III will support the BESSIP through having stronger emphasis on special education and HIV/Aids issues.

The BESSIP Equity and Gender Programme group was established to support the Ministry's aims to improve educational opportunities and outcomes for all vulnerable children: Two types of interventions will be executed: those affecting children potentially within the system, (e.g. criteria for the allocation and mobilisation of resources, teaming achievement) and those directed currently outside the school system (e.g. outreach activities, community schools provision for distance teaming).

BESSIP will utilise existing organizations, programs and agencies to improve the participation; performance and retention of vulnerable children. The programme for the Advancement of Girls in Education (PAGE), which is developing "girl friendly" schools in Eastern province, will be extended first to two provinces and then nation-wide. A nationwide bursary scheme

will be directed to needy individuals in urban areas and more accessible rural areas and through District Education Boards to schools in remote rural areas.

Equity (educational opportunities for girls, poor, rural, orphaned, children with special educational needs and out of school children) is a cross-cutting issue of BESSIP. However, measures targeted to children with special educational needs are not defined separately in the programme. According to the Ministry of Education policy of integration and mainstreaming, special needs education may not need to be a separate programme, although special services are required to meet the special educational needs in the schools.

In order to support BESSIP to achieve its objectives, the Finnish support is targeted specifically to improving the school infrastructure, helping children with special educational needs; and fostering the campaign against the HIV/Aids pandemic through education. The ESSP III will be co-ordinated with the BESSIP strategies as it falls within the BESSIP national programmes.

### **Strategy for Finnish support to the education sector in Zambia**

Finnish support to the education sector development in Zambia is incorporated into the overall framework of BESSIP. Finland has committed itself together with the other cooperating partners to work in partnership with the Government of Zambia in order to achieve the mutually set goals for the development of education. Thus, the Education Sector Support Programme phase III will be implemented in close collaboration and co-ordination with stakeholders for the entire sub-sector. One of the criteria for success in the ESSP III will be its coherence with the intended project activities and the jointly agreed principles of the sector wide approach.

Sector Investment Programmes aim at building better synergy among the key players in the sector, and simultaneously to lighten the burden of externally required project management procedures on the beneficiary administration. Given the sector-wide approach framework, the ESSP III has to be designed to respect these aims and not to introduce any new double or parallel structures attached to the Ministry of Education. As BESSIP is being phased in, ESSP III will have some of the features of traditional project approach in a transitional period, while at the same time including the main characteristics of sectoral programme.



It is obvious that the ESSP III has to support the GRZ to achieve the overall goals of BESSIP, i.e. to increase enrolment rates, and to improve the learning, outcomes of all pupils. This principle is the leading strategy of ESSP III. There is clear and logical rationale behind the three components that have been chosen for this programme. First, the School Infrastructure component is one of the main programmes of BESSIP and thus seen as a key condition for achieving the goals of BESSIP. In the previous phases of the ESSP Finland has gained good expertise and understanding of this sector. The approaches that have been in use in ESSP previously have proven to be effective and meaningful modalities, and, thus it is sensible to this continue successful practice.

Second, the Special Needs/Inclusive Education component is embedded in the BESSIP programme entitled Equity and Gender. However, special needs/inclusive education as such has had too weak a place in policy formulation and in the BESSIP implementation plan. Increased enrolment rates imply that there are more pupils with special educational needs attending schools. Therefore the demand for relevant services will naturally be higher. Furthermore, the improvement in learning achievement requires stronger emphasis on providing all pupils with a proper learning environment and conditions according to their personal characteristics.

Finally, the HIV/Aids education component has been motivated by the dramatic development in the national HIV/Aids infection rates. School is the only institution that can be found almost everywhere in Zambia, and the one that reaches most of the critical age group citizens. The role of basic education thus needs strengthening in decreasing the transmission of HIV/Aids, providing most of the youth with information about how to protect themselves from infection; teaching pupils how to cope with life if they are orphans and how to live with HIV/Aids infected people. The Education Management Information System and Directorate of Planning need support in obtaining up to date an accurate data on HIV/Aids in the educational system, and how to project and plan on the basis of that data.

In order to alleviate disparities between poor rural and urban areas the component activities are targeted to poor and disadvantaged areas in Zambia. The focus is on rehabilitation of existing facilities and on community participation to promote ownership, self-reliance and long term commitment to sustain maintenance of schools. Priorities will be decided by the Provincial and District offices, but co-ordination with schools with existing special

education (SEN) units will create synergy with the special needs/inclusive education component and have more impact with limited resources.

The implementation of the component within the Ministry of Education/School Infrastructure Section (SIS) reinforces the ownership at institutional level. The staff of the Ministry of Education/SIS will be fully involved at all levels in carrying out the project implementation. The long experience gained in previous and ongoing school infrastructure projects funded by Finnish government will be conveyed to benefit the sector development through the integration process into BESSIP.

Sustainability will be established through the development of training programmes at the University of Zambia (UNZA<sup>3</sup>) based on previous ESSP materials and other programmes.

The Special Needs/Inclusive Education component provides support to the Ministry of Education to improve the capacity to plan, implement and monitor special needs/inclusive education in the form of introducing the IN-SPRO (a major project in special needs/inclusive education) programme district by district in North Western and Western provinces.

Multi-professional collaboration will be utilised at all levels. An approach to develop the school as a community centre will benefit all the stakeholders and stimulate parents to participate more actively and send their children to school.

Ownership and participation will be enhanced through involving the key stakeholders in the launching and development phase as set out by the IN-SPRO programme. The Provincial Education Officers will second qualified special needs/remedial teachers to zone, district and provincial offices to ensure that a management structure is in place. A project planning and development workshop will be conducted in each district in turn with all the local stakeholders and MoE representatives. Though the logical framework was prepared during the project design phase, it is important that the stakeholders participate and contribute their views. A consolidating workshop will be organised at later stage with an objective to strengthen the stakeholders' capacity to monitor and follow-up the progress.

A base-line study will also be planned with the seconded teachers and key stakeholders, following the INSPRO pattern, using expertise from UNZA and ZAMISE. The Department of Educational psychology, Sociology and Special Education (EPSSE) in the UNZA will be the leading agency. If pos-

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<sup>3</sup> Zambia's largest university, located in Lusaka.

sible, this activity could also provide the Special Education students with an opportunity to expand their experience from "book research" to practical field research. Short-term TA can be called in if necessary, for specific expertise in setting up the baseline study or in reworking the data. At an early stage of research preparation, community sensitisation will be conducted in order to create a positive response amongst the parents. A small proportion of funds has been reserved for further studies.

The multi-professional teams will implement the INSPRO assessment system. The instruments will be further developed for the use of the school-teachers (assessment coordinators or the schools). Services from other organisations will be utilised.

All the schools in the project area will benefit from the intervention. As a consequence of improved assessment services and availability of information about the special educational needs in the area, it is expected that inclusive education will be implemented and the demand for special education services in every school will increase. The strategy of the Finnish support is to respond to these demands by training special education teachers, all the teachers in the two districts; educational officers and school managers. The training will include elements in assessment, differentiated curricula, instructional material development, classroom management and pedagogy.

The key officers in the MoE at zone, district and provincial level will be provided with an opportunity for professional development in special needs/inclusive education issues. Capacity building will be focussed especially on the Special Education Officers, but all key officers will be involved in the sensitising and awareness raising activities.

All the assessed pupils will be provided with an opportunity to education. Outreach services and enrichment programmes will be developed. Means to increase pupils' motivation and capacity will be identified, such as provision of disability aids, and study visits to the vocational schools.

During the second year of implementation, the special needs education curricula will be reviewed and areas that need supportive materials identified. Some material development workshops for the teachers will be executed and prototypes produced. After experimenting, the materials will be reproduced and distributed to all the schools in the districts, teacher training colleges and other parties. The views of the vocational training institutes concerning the pre-vocational skills will be utilised.

Before the school renovation starts (School Infrastructure component), a needs identification will be conducted with the aim of identifying the required measures to make schools disability-friendly. Standards will be developed and disseminated to the Building Section. Information exchange about good practice and positive experiences with INSPRO in other provinces will serve the creation of a positive environment. This will be done both locally and nationally through media, brochures in local languages, campaigns etc.

This component supports the development and dissemination of practical means for schools and communities to be used in awareness raising campaigns and formal education settings. Thus, the component is mainly targeted at the teachers and community workers and through them to the behavioural change of pupils. The strategy of implementation of the HIV/Aids component of this programme is based on building synergy with the other partners involved in this issue in Zambia. Particularly the activities run and co-ordinated by UNAIDS and UNICEF, and those under BESSIP Health and Nutrition Programme, must be carefully studied during the inception phase of the ESSP III.

The component will be implemented through the Ministry of Education in conjunction with the respective BESSIP activities. The sensitising and capacity building interventions should not only be targeted to teachers and communities but also within the Ministry of Education departments at all levels. Materials development in CDC will be a crucial area. The particular activities to be supported will be decided once the MoE has established a base for HIV/Aids education in the ministry, and in relation to what other donors will be supporting and how.