

**EDUCATION FOR ALL - FAST TRACK INITIATIVE**  
**Malawi Local Education Donor Group**

**Appraisal of the  
Government of Malawi's  
Education Sector Plans  
NESP 2008-2017  
ESIP 2009-2013**

**Draft**

**September 2009**

## TABLE OF CONTENTS

<b>Introduction</b>	<b>5</b>
<b>Overview: Malawi's Progress on Education MDGs</b>	<b>6</b>
<b>Part 1 The education sector in the national development context</b>	<b>7</b>
<b>Part 2 Basic Education: key issues</b>	<b>9</b>
<b>Part 3 Financing Education</b>	<b>12</b>
<b>Part 4 ESIP and Capacity Constraints.</b>	<b>14</b>
<b>Part 5 Consolidation and Summary of the Appraisal Results.</b>	<b>20</b>

## MALAWI LOCAL DONOR GROUP APPRAISAL OF THE EDUCATION SECTOR IMPLEMENTATION PLAN (ESIP) 2009-2013

**Country:** Malawi

### **Overall comments:**

Under the Education for All - Fast Track Initiative (EFA FTI), the donor community has substantially increased resources in education for countries that propose technically sound and fiscally sustainable education sector plans to achieve the Millennium Development Goal (MDG) of universal primary completion by 2015. Malawi has taken significant steps towards the achievement of the MDGs. However, the Ministry of Education, Science and Technology (MoEST) continues to experience limited capacity in planning, procurement and financial management. Both the Government and Development Partners recognize that the resulting approach to planning has been inefficient, and that the needed reforms will require a comprehensive plan. In this context, the preparation of the National Education Sector Plan (NESP) and the Education Sector Implementation Plan (ESIP) by the Government and the Local Education Group has allowed for harmonization among the stakeholders in identifying and prioritizing key issues in the sector to support the development of a sound education plan. The resulting NESP (2008-2017) and ESIP (2009-2013) are ambitious plans that seek to address the major issues affecting the sector in general and basic education in particular with a focus on access and equity, quality and efficiency.

### **Strengths**

- The introduction of Free Primary Education leading to an increased demand for education
- Education policy and reform an integral part of national policy in the Malawi Growth and Development Strategy
- Education a top priority by the President for his second term
- Increased aid harmonisation and alignment under Government leadership
- Strengthened collaboration between GoM and Development Partners to agree priorities for reform and develop sound medium term plans
- Use of insightful analytic work as basis of ESIP (esp. Country Status Report, 2009)
- Ministry of Finance willing to provide additional resources for education sector based on sound fiscal planning
- Economy growing at 7-8% p.a.
- Ministry of Education, Science and Technology willing to address reforms through innovative interventions (double shifting, school-based funding and reduced repetition)

- Provision of alternative means for initial teacher education through Open and Distance Learning
- Tangible initiatives by Ministry of Education to address capacity constraints, especially in financial management and procurement
- Education Infrastructure delivered through a dedicated Management Unit in the Ministry
- Successful implementation of a national Direct Support to Schools (DSS) which can be further expanded
- Basic Education Provision made for Out-of-School Youth

### **Concerns**

- Insufficient priority accorded to reduced repetition and improved promotion rates
- Inadequate attention paid to assessment and monitoring of learning outcomes
- Weak systems of accountability throughout the system
- Inter-ministerial coordination inadequate
- Inequitable allocation of funds between sub-sectors and income groups
- Inadequate allocation of funds to education, and proportion of resources to primary education
- Capacity for financial management and procurement weak across the system
- Limited capacity for teaching service management and continuing professional development
- Limited capacity for school infrastructure development

### **Conclusion**

The Development Partners to Education in Malawi conclude that the plans are realistic and feasible. We also conclude that education, particularly at primary/basic levels, is in need of significantly increased financial and technical support. Given that the Government re-commits itself to the sector and to carrying out the necessary reforms as a matter of priority, the Development Partners will continue to support the sector and shift to more harmonised programmatic support. Accordingly, we support the Government's application for Catalytic Funds within the FTI Partnership for financial assistance in the sum of US\$ 90 Million over a three-year period up to 2013 with commitments to 2015 where possible. In view of the capacity constraints in the sector and the Government's plans to overcome them, the Development Partners request the assistance of the FTI partnership in three annual tranches of US\$ 15, 30 and 45 million.

## INTRODUCTION

This appraisal report follows the FTI guidelines, adapted to the specific context of Malawi. The analytical parts of the appraisal draws on the excellent Country Sector Report (MoEST 2009) and on the considerable number of studies and supporting documents carried out as part of the development of the National Education Sector Plan (NESP) 2007-17, and the Education Sector Implementation Plan (ESIP) 2009-13.

Initial appraisal efforts concluded that the NESP was not sufficiently operational, nor realistically costed to merit submission for FTI endorsement; consequently the MoEST and its Development Partners embarked on the Education Sector Implementation Plan (ESIP) 2009-13 which is a fully costed operational plan for the period. The MoEST then established an ESIP Task Force, with membership embracing all the major stakeholders, to support the MoEST in the preparation of ESIP for FTI submission.

The various Technical Working Groups of the MoEST (involving membership from all stakeholders) also played a large role in the development of ESIP and in addressing the issues laid out in the FTI appraisal guidelines.

The appraisal first presents an overview of the sector in general and then addresses the key issues (external resources, monitoring, critical knowledge gaps and capacity building) supported by relevant annexes. The six FTI appraisal steps are examined in detail, in particular step three which analyses the critical issues relating to basic education.

An appraisal summary in four parts a) overall comments, b) strengths, c) concerns and d) conclusions and recommendations - is part of the submission to the FTI Steering committee.

The tables carry the main import of this appraisal. They have been developed as a collaborative effort among all the education stakeholders in Malawi. Throughout this report there are some small contradictions with respect to data – a reflection of the fact that while EMIS is well established in the MoEST, there is still some concern as to the validity and reliability of the data coming from the school and institutional levels.

The main documents supporting this appraisal are:

- The National Education Sector Plan (NESP) 2007-17
- The Education Sector Implementation Plan (ESIP) 2009-13
- The Malawi Growth and Development Strategy (MGDS) 2007 -11
- The Education Country Status Report (CSR) 2009
- The Education Sector Financial Management Assessment 2009
- The Education Sector Procurement Risk Assessment 2009
- Capacity Gap Assessments for Primary and Secondary Sub-sectors 2009

Annex 1 provides a select bibliography of the documents that inform the overall thrust of this appraisal.

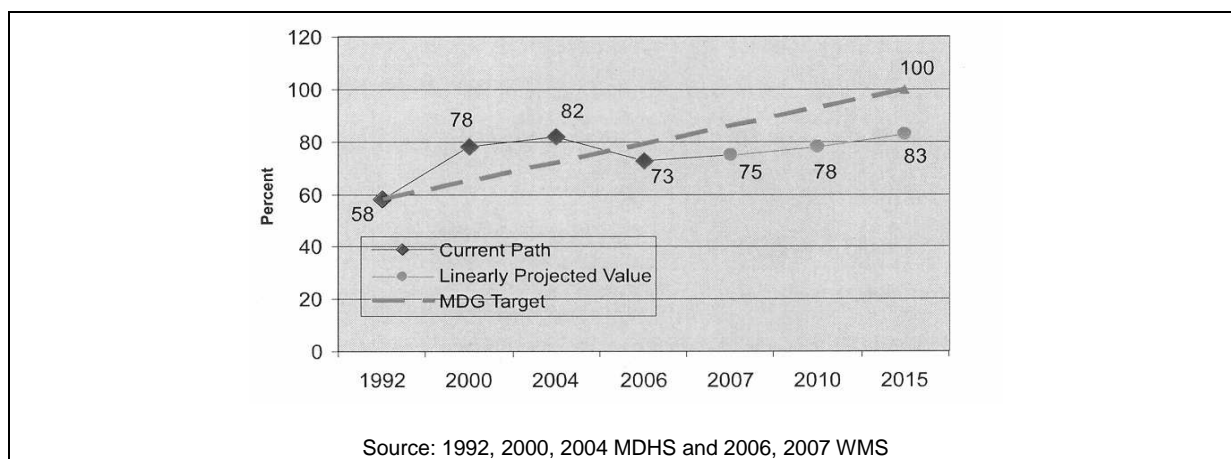
## OVERVIEW: MALAWI'S PROGRESS ON EDUCATION MDGs

The Government of Malawi publishes an annual report on progress towards the MDG targets. Below is an extract from the MDG 2008 report:

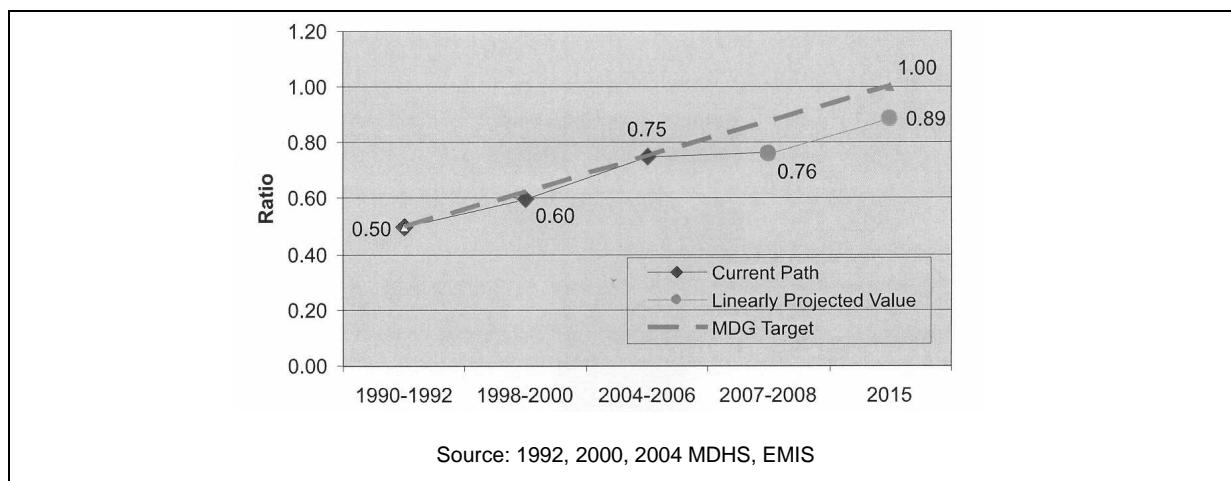
*“The second MDG goal is the achievement of universal primary education. The rate at which the net enrolment rate in primary education is increasing shows that the target of 100 percent may not be achieved by about 17 percentage points. Furthermore, the proportion of pupils starting grade one who reach grade five without repeating a grade has increased from 85.9 percent in 2005 to 86 percent in 2006. Although it appears that about 3 percent of children who enrol in grade 1 may not be able to reach grade 5 in 2015, the progress made is still remarkable. This is similar with the literacy rate of 15-24 year olds, whose projection for 2015 is likely to be at 94 percent, 6 percentage points short of the required target. The introduction of school health and nutrition programme including feeding at primary school level has assisted to increase the enrolment by 30 percent, reduce absenteeism by 5 percent and there are indications of increased retention, reduced repetition and improved performance rates. Coupled with this has been the intensification of life skills in schools as a preventive measure to HIV and AIDS.*

*Promoting gender equality and empowering women is the third MDG. Gender inequalities exist in accessing productive resources, development opportunities and decision making. In terms of eliminating gender disparity in schools, the ratio of girls to boys in primary school has increased from 0.87 in 1992 to 0.91 in 2000 and further to 0.995 in 2007. The projected figure shows that by 2015 a ratio of 1:1 would be achieved, while the results for secondary schools indicates that the target is unlikely to be met. This trend therefore shows that gender parity, in aggregate terms, may be achieved at primary education level; but it still remains a challenge at secondary level, which in turn affects the ratio of girls to boys at tertiary level.”*

Net Enrolment Ratio in Primary Education



Ratio of Girls to Boys in Secondary School



The context of primary education in Malawi is characterized by demographic pressure, a high prevalence of HIV/AIDS, striking poverty, and very low human and social development<sup>1</sup>. The population is estimated at 13 million inhabitants in 2008, and increasing at the rate of 2.4% per year. The 5–16-year-old age group represents 37% of the total population, the highest proportion of that age group in the entire Southern African Development Community (SADC) region. It is estimated that the population growth rate will slowly decrease, but that the primary school age group (6–13 years old) will increase by 20% by 2018. Hence if universal primary education to be reached before 2018, primary school places for 4.8 million children<sup>2</sup> will be needed by then, a 45% increase on 2008.

82% of the population lives in rural areas where school supply and demand are weaker. Malnutrition prevalence is the highest in the SADC region and 44% of pre-school children having stunted growth. The adult (15 years and older) literacy rate is estimated to be 69%, and this impedes education development because these parents are not likely to enroll their children in school.

The HIV/AIDS pandemic dramatically affects the education sector, due to the deaths of teachers and parents, teachers' absenteeism and the increasing number of orphans. The adult (15–49 years old) prevalence rate is 12%, and children orphaned by AIDS represent 7% of the children under 17 years old (in addition to the 5% of children orphaned by other reasons). HIV/AIDS occurrences are highest in the Southern region and are concentrated in urban areas.

Despite recent improvements, the economy remains one of the poorest in the world. 63% of Malawians live on less than US\$ 2 a day. Malawi is still a long way from the Education MDG of universal primary completion. Access to standard 1 is almost universal but a high dropout rate leaves only 35% primary completion rate.

The poor retention rate is highest among the rural poor. Economic difficulties and traditions such as early marriage, pregnancy, and family responsibilities explain the fragility of school demand. The lack of children friendly learning environments (crowded classrooms, lack of sanitary facilities and clean water within easy reach, open-air or temporary classrooms, and incomplete schools, untrained teachers) also contribute to the negative effect.

The internal efficiency of the system is weak, largely due to very high repetition rates, with public resources wasted on paying for repeaters or schooling for students who will not complete the cycle. The system currently requires 23 student years to produce one standard 8 graduate, instead of 8 years. Globally, evidence shows that high repetition rates are not conducive to better mastery of learning, and have adverse effects on the pupil-teacher ratio and costs. The government is seeking to address the issue, notably as it affects standards 1 to 4 of the primary cycle, where repetition rates are greatest.

The quality of education is generally poor, and is deteriorating. According to the Southern African Consortium for Monitoring Educational Quality (SACMEQ), scores and national examination pass rates are poor. The number of children who reach a minimum level of mastery in English reading was barely nine per cent in 2004. The decline has in part been attributed to the 1994 Fee Free primary policy, which was not adequately planned for.

---

<sup>1</sup> The data from this section relies heavily on Malawi CSR 2009.

<sup>2</sup> The assumption used is that repetition rate will stay constant between 2008 and 2018; 20 percent of the students would be repeaters.

There is a severe shortage of teachers, with a high pupil-teacher ratio of 80:1 in 2007, but the pupil-to-qualified-teacher ratio is even higher, at 88:1. The shortage is compounded by a fairly incoherent teacher deployment system, with little correlation between the number of teachers allocated and the number of students. Teacher allocation across location and divisions/districts is uneven, with the deployment of teachers highly skewed toward urban areas (46:1) instead of rural area (86:1).

Access to each level of education suffers even more from location and income disparities. The difference in the primary completion rate is 14% between boys and girls, and 34% between urban and rural students. And the disparity is still greater between the richest 20% of the population and the poorest 20%. Furthermore, university students from the poorest quintile make up only 0.7% of students, while the richest quintile accounts for 91%.

Schooling inequalities arising from socioeconomic factors are partly a result of an unequal appropriation of public resources for education. For example, girls only benefit from 48% of the public expenditure on education, compared to 52% for boys. Due to their longer years of schooling, children from the wealthiest households receive 68% of the public education expenditure. Conversely, the poorest 20% of children only benefit from 6% of these resources (i.e. 11.5 times less).

The budget allocation for education is still low when compared to other African countries. Total education public recurrent expenditures in the 2007/08 fiscal year represent 19.4% of total government recurrent expenditures. In the ten low-income African countries that most highly prioritize their education system, the share for education equals an average of 28.8%.

The education budget does not give priority to the primary level, though it receives the largest share of the recurrent education expenditures (44% in 2007/08 of the total). With 27%, higher education receives more than secondary education (22%). Preschool, literacy, TEVET, and teacher training combined receive less than 7%. Very low priority is accorded ECD and literacy, each receiving less than 1%. Surprisingly, the 2000–2008 trends show a decrease in the priority accorded to primary education, to the benefit of higher education.



## PART 2

### BASIC EDUCATION: KEY ISSUES

The long-term strategic direction for sector development emerges from four key documents. In 2000, a Policy and Investment Framework set out policy and targets up to 2015 for the achievement of the EFA goals and education MDGs. The Malawi Growth and Development Strategy, 2006-11 sets out the vision for education as a key ingredient for more rapid economic growth and poverty reduction. The basic NESP document sets out the strategy for sector development most clearly. It recognises the need for reform and the restoration of quality, particularly in primary education after the erosion of the quality of teaching and learning since the abolition of school fees in 1994 and the immediate jump in enrolment that followed. The NESP includes three themes or pillars of reform:

- Access and Equity
- Quality and Relevance
- Governance and Management

NESP was produced between 2005 and 2008, and published in its concise form in June 2008 as “National Education Sector Plan, 2008-2017, A Statement”. It was accompanied by an Operational Supplement, which is in five parts:

- Education Sector Analysis
- Institutional Framework
- Summary of Programme Profiles
- Financial, Procurement and Implementation Details
- Monitoring and Evaluation Framework

The ESIP is a medium-term plan, designed to translate the vision of the NESP into operational terms and to meet the requirements for Malawi to be included in the FTI partnership. The preparation of the ESIP was aided by the completion of the Malawi Education Country Status Report (CSR 2008/09) in 2009. The CSR presents recent data and new analysis; is comprehensive and sector-wide, covering TVET and higher education as well as basic and secondary education; and it makes clear proposals for reform in policy and practice. This ‘reform agenda’ has in turn become the basis for the more realistic assessment of priorities and planned allocations of resources embodied in the Education Sector Implementation Plan, 2009-2013. ESIP is the focus of this appraisal, which also covers the ‘Education Sector Plan’ and the NESP Statement.

This section of the appraisal evaluates the proposed long-term strategic direction for education sector development. It will seek to answer the questions posed in the Appraisal Guidelines.

**What tradeoffs are envisaged to reach the stated goal in a manner that is fiscally realistic and that accommodates other claims on public resources, including claims by other sub-sectors of the education system?**

The poor quality of education, particularly primary education, and the low levels of learning achievement are largely due to many years of under-investment in education and mis-allocation of resources between sub-sectors. Unlike most countries in Africa, the Government of Malawi spends much more of its own resources on health (26.5%) than on education (17.8%) (ref. Malawi Aid Atlas FY 2007/08, p.7). It also receives four times as much ODA for health as for education (ibid. pp.21-22). So total public spending, including external assistance, on health (\$474m.) is more than twice public spending on education (\$219m.).

In 2007/08, public recurrent expenditure on primary education was 44% (CSR, p.12) of the total. This is far less than the 64% in the FTI Indicative Framework (for a country with an 8-year primary cycle). The NESP (p.33) envisaged that this proportion would increase to

53% in 2009 and remain at or near this level until 2016. The ESIP (Table 14) indicates that it is planned to increase it further to 66% in 2011/12 and 69% in 2012/13. These figures indicate a positive trend in the re-ordering of priorities within the education budget and a re-allocation of resources accordingly.

**What structural policies are being adopted to ensure that student learning continues to improve in a context of rapid expansion?**

In 2008, there were 3.6m children enrolled and only 3.0m children in the primary school-age population (6-13 years) (Ed. Stats. 2008, p.11). The 600,000 additional children enrolled are mostly over-aged as a result of repetition at some stage of the primary cycle. They are effectively usurping the primary school places that should be occupied by another 600,000 children aged 6-13 who are out-of-school, either because they have never enrolled in school or because they have dropped out before completion. Of those enrolled in Standard 1 (= grade 1), only 63% continue into Standard 2 the following year. Another 25% repeat Standard 1 and the remaining 12% drop out of school after only one year, or less, in school (Ed. Stats., 2008, pp 25-27).

The challenge in this context is one of addressing the very high Pupil:Teacher Ratio (78:1) and Pupil:Classroom Ratio (117:1). In the long run, this has to be done by increasing the output from the pre-service Teacher Training Colleges and by constructing additional primary school infrastructure, particularly classrooms in existing schools in rural areas and complete new schools in urban areas. Plans for both of these activities are included in the NESP and the ESIP but they are not based on any sound needs assessment or enrolment projections. In the short term, the priority should be to bring about a drastic and immediate reduction in the PTR, through double-shifting, reduced repetition, and/or the employment of additional untrained teachers, or a combination of these measures. All of these proposals are included in the ESIP, but the strength of the Government's commitment to these reforms is not clear. Student learning is not improving in Malawi. The reduction in the PTR should be seen as a pre-requisite to any future improvement in the quality of teaching and learning.

**What policies are being adopted to meet challenges to the system such as HIV/AIDS and conflicts?**

Malawi is a peaceful country and conflict is not expected to be a significant challenge. HIV/AIDS has been a much greater challenge over the past twenty years and will continue to be so for years to come. NESP and ESIP include plans and resources for the continuation of existing programmes providing life skills education in schools and treatment and care for HIV-infected teachers. GoM policy specifies 2% of recurrent budget allocated for HIV related activities. Malawi has a well-resourced ART programme. A similarly well-resourced programme to prevent the spread of the virus, through education and condom use, would be a more cost-effective response to this particular challenge.

**What specific policies are being adopted to meet the challenges of gender inequality in relation to enrolment, retention, completion and learning outcomes in a context of rapid expansion?**

There are more or less equal numbers of boys and girls in each grade of primary school up to Standard 5. Girls tend to drop out of school at the top end of primary school in larger numbers than boys and the disparity increases in each successive grade. With an 8-year primary cycle, frequent late entry to school, and a very high repetition rate, girls in Standards 6-8 are often over-age and are withdrawn from school to be married or when they fall pregnant. The ESIP includes measures to encourage entry into Standard 1 at age 6 and to reduce the repetition that reinforces over-age enrolment in the higher grades. It also includes six other programmes or activities designed to promote the promotion and retention of girls in school and to address gender equity issues amongst teachers and local communities. Activities envisioned for improving access and quality of education for girls include: increased proportion of female teachers, separate, clean and safe sanitation for girls

in schools, strengthen role of mother groups by providing training and supplies, and measures to reduce gender based violence in schools and communities.



### Magnitude of the investment costs

There is no realistic 'cost and finance simulation model' that has been adopted or used in Malawi that could produce results to help answer the appraisal questions. The cost estimates in the Section E of ESIP on Financing are aggregated from estimates made by the Technical Working Groups relating to each sub-sector. It is worth noting that the figure for the 'total required resources' for the FY from 1st July 2009 is MK49.6 billion. This is almost exactly double the sum allocated to the Ministry of Education, Science and Technology in the Budget for 2009/10 approved by the newly-elected Parliament at the end of July. Section E of ESIP also estimates the funding gap each year between the 'Financial Resources Required' and the 'Funding Available' (which includes known donor commitments, see table 4B). The table below shows the estimated cost and financing requirements for the ESIP 2010-2013:

### Estimated Costs, Financing and Financing Gap US\$ Millions

	2010-11	2011-12	2012-13	Total
Total Costs: ESIP	353	381	398	1,133
Recurrent	240	258	277	775
Capital	113	123	121	357
Total allocation GoM	226	226	226	679
External Resources Estimated	95	70	67	233
Financing Gap Estimated	31	85	105	220
<b>Requested FTI Catalytic Fund</b>	<b>15</b>	<b>30</b>	<b>45</b>	<b>90</b>
Revised Financing Gap	16	55	60	130

Although this is a large total, it is much more modest and realistic than the funding gaps shown in the main NESP 'Statement' document. These show the **annual** funding gap doubling from \$113m in 2008 to \$226m in 2014. It is worth noting that Malawi has achieved an economic growth rate of over 7% in each of the last five years and much success in domestic revenue mobilization. It is likely that the country will become significantly less aid-dependant than it has been, and this may further reduce the estimated funding gaps in the education sector.

In order to support the implementation of the NESP in a timely matter, the FTI-CF resources for the first year will be used for activities for which a concrete strategy and action plan is available. Technical support will be provided to finalize the design of specific interventions for which detailed strategic plans and costing are required. In light of past experiences with the capacity constraints for construction, DPs are concerned with the level of ambition of the infrastructure component in the ESIP. Although the conditions for accelerating the construction program have improved, it should be considered to develop a funding scenario with more realistic infrastructure targets and time for planning and pre-

tender preparation. The table provides an overview scenario with a financing gap of US\$ 220 million suggesting an escalated support of FTI CF over the three year period at the total amount of US\$ 90 million.

The average cost of a classroom, as built by the Education Infrastructure Management Unit (EIMU), has been US\$8,700 in recent years. This is very reasonable and comparable with classroom construction costs in other countries. This figure has been used in estimating the total costs of the much larger numbers of classrooms to be built in the next few years under the ESIP.

### **Policies envisaged managing the pressure on secondary education**

The pressure to expand secondary education is less in Malawi than in many other countries. This is due to the longer primary school cycle, the high dropout and repetition rates, and the low completion rate (35% according to the CSR). It may be due also to the earlier creation of Community Day Secondary Schools which act as a safety valve in absorbing much of the demand for places in secondary school, but do so at modest cost in comparison with the much more well-endowed conventional boarding schools. The bigger challenge is the big disparity between these two different types of secondary education, and the equity and efficiency issues involved. These are not adequately addressed either in the NESP or in ESIP. The same applies to many other aspects of equity and efficiency within the education sector, particularly relating to the distribution of costs and benefits between individuals and income groups.

### **Unit costs**

The public recurrent unit cost in primary education is 8% of GDP per capita, which is the lowest of the SADC countries. In secondary education it is 83% and in higher education it is 314% - in both cases, the highest among all African countries. This is indicative of under-investment in primary education and the mis-allocation of public funds in favour of secondary and particularly higher education, which is grossly inequitable. This issue does not feature in the 'reform agenda' in the ESIP and both NESP and ESIP are very weak in their proposals for cost-sharing and private financing.

## PART 4

### ESIP AND CAPACITY CONSTRAINTS.

Consistent with EFA High Level Group and the FTI Partnership Meetings in recent years, Malawi MoEST and DP personnel generally agree that successful education reform in Malawi will be realized when significant increases in both external and domestic funding to education become a reality and when existing resources are used effectively and efficiently. Capacity issues in Malawi's education sector are critical and will need to be addressed for effective implementation. MoEST and its development partners are working on a comprehensive capacity development strategy to support the implementation of NESP.

The various areas that need to be both analyzed and addressed (e.g. financing, but also policy, data and capacity) will need to be carefully harmonized, linked and balanced in order to ensure or move in tangible ways towards sustainability. With respect to analysis and subsequent planning, both the approaches utilized and the way forward must help increase ownership and accountability at country level.

Part of the GoM's plans for the next 3-5 years as captured and articulated in the ESIP, Section C: Institutional Framework and Capacity Development identify major capacity development related plans and issues. The FTI Appraisal Guidelines help provide some useful parameters for review. While this review provides answers to the questions raised in this section of the Appraisal Guidelines, the review of this section is conducted in light of the plans and knowledge of actions currently underway and includes a summary of conclusions and next steps. The sections below provide specific feedback based on the FTI Appraisal Guidelines and ESIP Section C.

The MoEST is fully aware that the development of a comprehensive Capacity Development strategy for all sub-sectors of education is a long-term process and that an important first step is to ensure an accurate analysis is conducted to capture, organize and synthesize capacity issues in the entire sector. A capacity gap analysis for the sub-sector primary education was conducted in the period June 2008 to October 2008 and a capacity gap analysis for the sub-sector secondary education was conducted between November 2008 and March 2009.

In Section C of ESIP, the MoEST presents the institutional framework and capacity development, paying attention to organizational and institutional restructuring, capacity enhancement, financing, procurement and physical infrastructure. The rationale for these capacity enhancements in the sector is to improve efficiency and efficacy of delivery of services. The ESIP document describes the issues in a realistic approach and proposes feasible solutions. While this section is a precursor for the capacity development groundwork, the strategy of how to get there is clearly the next tangible step to conclude the analysis and plans for capacity development in the sector.

#### **Budgets and magnitude of scaling up in the plan**

There is ongoing work at the time of this review to ensure that plans are finalized and ready for implementation. In addition to the efforts over the last month to ensure mid-term sectoral plans and activities in the Programmes section are clearly articulated and prioritized, there has been a level of work to provide a last set of checks on the costing for the same. It is anticipated that this will be an ongoing process, but that the bulk of the work will be completed to ensure a final plan that can realistically be used by both MoEST, DPs and other interested stakeholders beginning 2009.

The annual budgets for education in the Medium Term Expenditure Framework are intended to be consistent with the country's longer-term strategic direction for sector development and with country priorities as defined in Malawi's Growth and Development Strategy. The direct link to the MGDS is the NESP, on which the ESIP is based. These budgets will be reviewed on an annual basis and Ministry of Finance has recently committed

to providing more realistic ranges for projections for future years. Another suggestion is that both plans and budgets be inclusive of capacity development-related activities, once these are clearly mapped out.

The introduction of Open and Distance Learning in 2009 is expected to produce an additional 4,000 teachers each year for three years (currently 3,500 teachers are trained through the traditional method), and will provide a short-term solution to the high SqTR while additional Teacher Training colleges are being built and expanded. Yet to ensure that the increase in quantity of teachers translates to quality of learning, the MOEST will support pre- and in-service teacher training through the improvement and implementation of school-based Continuous Professional Development Program, upgrading of Teacher Development Centres, and providing resources needed for the delivery of the training programs.

The Department of Teacher Education Development (DTED) will be the responsible unit for the implementation of the ODL program. The primary in-service training is served by a national network of 315 Teacher Development Centers (TDCs). These are staffed by Primary Education Advisers (PEAs). PEAs are part of the district advisory and support system. PEAs currently fall under the jurisdiction of the Education Methods Advisory Services section (EMAS) of MoEST, although DEMS are responsible for their day-to-day management. Under the decentralization plans, PEAs will be employed and managed directly by districts. TDCs, however, are the responsibility of Department of Teacher and Education Development (DTED). Since issues related to teacher pre-service education and continuing professional development are scattered among DTED, Basic Education, Education Methods Advisory Services directorates, the ESIP will support the coordination and demarcation of responsibilities among the various organizations

The recently completed Country Status Report (CSR) provides a comprehensive picture of the status of the education sector today. One issue that will continue to be addressed is that of data quality. It should be noted that this is not just an education sector issue, but also involves population data and other branches of government (e.g. National Statistics Office). For instance, projections of population growth differ depending on which statistics and which growth percentages are being used. Specific to the education sector, decisions will need to be made on whether repeaters will be included in projections related to space needs for pupils. Final decisions on these issues, specifically in the area of capacity development, will necessarily emphasize strategies to strengthen the capacity to scale up teacher recruitment and training (including action to compensate for the impact of AIDS on the teaching force), classroom construction/renovation and textbook procurement, among others.

The current plans include information regarding the impact of AIDS on both teachers and pupils, but it is clear that the sector can benefit from more targeted analysis and subsequent interventions and/or support in this area.

### **Readiness of action plans for implementation and capacity development to improve implementation for results**

Table 4C of the FTI Appraisal Guidelines lays out one way of mapping out capacity issues and how they will be addressed at the various institutional and systemic level domains. On the plan and implementation side, the ESIP has a time-table for the envisaged activities and articulates the division of responsibility mainly among the central- and to an extent local-level units.

The final modality and combination of funding (e.g. government, DP pooled, DP discreet) for the specific ESIP actions is not yet finalized, but there are indicative areas for support outlined in the Joint Financing Agreement (JFA) and for almost all development partners. The JFA is to be signed before end of CY 2009. Any disbursement schedule is currently linked to government and DP resource disbursement schedules for the time being.

## **Capacity development to improve implementation for results**

Local level implementation will be a key area to very clearly examine and address. Decentralization has been in force for the last decade, but with mixed levels of change and momentum. DPs are helping to support decentralization efforts (e.g. DFID, USAID and GTZ), which will contribute to addressing issues of capacity and especially the role of education implementers at all levels. Efforts to strengthen decentralized data informed decision-making and the support to Direct Support to Schools (DSS), specifically around quality, governance and management (including accountability) issues, are being harmonized and linked to help provide a final analysis and model for MoEST to take forward, with continued support from DPs.

Successful sector reform in Malawi currently is marked by a few milestone efforts. DSS has already been mentioned above. The development and introduction of a new primary curriculum under the Primary Curriculum and Assessment reform is another key effort. It has seen an introductory, roll-out period from 2007 set to end in 2010. One of the biggest challenges during this roll-out period has been to ensure adequate skills transfer at all levels and to assist teachers to function and perform under an outcomes-based instruction model.

MoEST recognizes that universalizing primary education completion and achieving gender parity will require increased capacity to reach populations that are currently underserved (e.g. those living in remote areas, orphans, girls, children affected by AIDS, children with disability, and the poor). At the same time, in order to promote learning outcomes and improve administration of an increasingly large education system, capacity will be needed in the area of student appraisal and curriculum development, system administration at decentralized levels, and data collection.

The Malawi sub-sector Capacity Gap Analyses conducted (see attachment Summary of CGA for Primary and Secondary) provide another way to break down capacity issues, both in terms of their analysis and recommended steps forward.

## **Preparation of the groundwork for longer-term system reform**

There are various examples of different strategies and models that have been tested or piloted in Malawi. For many of these efforts, the idea has been to inform MoEST decision-making on both policy and practice (policy implementation). More and more development partners are moving away from the pilot model. The ideal scenario is to move towards programmatic strategies that deal with significant efficiency and performance issues, as well as issues such as equity (whether rural vs. urban, gender, special needs, etc.) which are designed to be sufficiently comprehensive in scope, coherent and well sequenced, addressing the key supply and demand side barriers if and where pertinent. However, MoEST will need to be clear about its research agenda - where targeted studies, pilots or testing are required in order to lay the groundwork for longer-term, bigger scale, systemic reform efforts.

## **Specific response to ESIP Section C**

### **Organisational Restructuring and Capacity Enhancements**

The section has articulated the capacity constraints in organizational restructuring and capacity enhancements for example the implementation of the Direct Support to Schools (DSS) and the proposal for school based funding. All these require systems reform and institutional change. MoEST proposes instituting the HR performance systems, strengthen leadership and organisational management, systems and practices at the lower levels, as existing capacity assessments have revealed.

Key areas of transparency, coordination, policy linkages and HR planning are also cleared mapped out as challenges. The ESIP mentions that to address institutional

restructuring courses for managers will be provided, career paths revised, creation of posts and warrants, role clarification of departments in the MoEST, and a communication strategy developed. This is a list of good interventions, but perhaps goes beyond the Ministry's realm of influence. How then will the whole government approach be changed to accommodate or facilitate this? Another proposed plan includes the establishment of new centres of excellence for capacity development. One question raised, given that the ESIP does not include at this time specific line items for capacity building is: What are the budgetary implications for all these? The next steps section will address this.

### **Institutional Policy Linkages and Coordination**

Institutional policy linkages and coordination are well articulated, albeit in more general terms, regarding where the challenges are. Proposed solutions provide illustrations of possible ideas – e.g. periodic reviews and team work, reward to performers including schools. The inclusion of indicators to measure progress or setting of targets could improve this section. This is something that will also require a shift in the way government operates, both at MoEST, but also related Ministries.

With respect to Planning, Monitoring and Evaluation, the planning-intervention-evaluation (PIE) continuum, which requires bolstering of human capacity and systems capacity, will need greater elaboration. Systems of M&E in the area of capacity development will not only need to be responsive to the sectoral targets being set, but be conversant with human resource monitoring and evaluation capacity implementation and M&E systems. There will be a need to provide clear guidelines for planning and monitoring based on or linked to MGDS. In terms of the “how,” there is mention of training as a capacity building avenue. It will be beneficial for MoEST to think through other approaches beyond training and filling of vacant positions - .e.g. diversity of TA approaches and coaching or mentorship programs, for example.

Procurement systems are briefly mentioned as being enhanced by creating a specialised procurement unit with well trained staff. As a starting point, it is helpful to mention, but more will need to be done.

### **Financing**

Some progress has been highlighted in the area of financing especially the public financial management systems. Again positions have started being filled. This section has attempted to reflect some milestones.

### **Infrastructure**

This section mentions the desire to engage in public private partnerships, community involvement in leveraging resources and so forth. MoEST is clearly trying to think out of the box, but further analysis is needed to ensure that there is real engagement of the private sector and the communities in school development in effective ways that yield positive outcomes for education. The rest of this section addresses policy shifts in double shifting, open learning, reducing overlapping interventions, provision of infrastructure beyond the classroom space, offices. These might best be reflected under policy shifts/priorities that the ministry will venture into in order to increase efficiency in resource allocation and utilisation.

School construction and refurbishment will be supervised by the Education Infrastructure Management Unit (EIMU), which is part of the MoEST. The EIMU will develop, coordinate and manage the implementation of MoEST's educational infrastructure programme. Funding and delivery mechanisms will remain flexible in order to enable a wide range of avenues for GoM and donor support. To do so effectively, the EIMU will have a number of duties and responsibilities delegated to it, including most of the procurement requirements, financial management, management of support services, and some aspects of staff recruitment. Oversight and policy direction will be provided by a Steering Committee, whilst a Technical Working Group will allow discussion and coordination of operational aspects. The scope of the EIMU's work will ultimately be dependent on the level of funding

available for educational infrastructure. In the short term the work plan is likely to reflect the scope of work currently being undertaken in existing Project Implementation Units. Over the medium and long term, the nature of the work will reflect much more clearly those goals set out in the NESP and the SWAp and are likely to have more emphasis on decentralised approaches, and will better recognise the roles of construction and maintenance in contributing to wider educational and developmental goals.

As a summary, the challenges are well articulated, opportunities identified, proposed solution suggested seem to be feasible, however, the capacity strategy needs to be fully developed, and comprehensive enough to cover all the sectors and levels.

### **Capacity Assessments**

Various capacity assessments have been conducted, including the Capacity Gap Analyses for the Primary (June – October 2008) and Secondary (November 2008 – March 2009) sub-sectors in Education, and other capacity or skills assessments oriented on the civil service, supported by development partners. A summary of the finding, recommendations and outline of action plans for primary and secondary sub-sectors are included as an attachment, but the major areas of focus have been:

- Mission & Strategy
- Organizational Structure
- Leadership & Organizational Culture
- Management Systems & Practices
- Planning, M&E
- Human Resources
- Financial and Physical Resources

It is recognized that the education-specific analyses need further review and possibly improvements, including triangulation with other relevant capacity assessments that exist or have been recently conducted and that analyses of sub-sectors not included in the previous studies would provide the full picture of the capacity situation in the sector as a whole. MoEST would like for this analysis to be finalized but at a pace that emphasize the focus of efforts primarily on the CD Strategy and Plans.

### **CD Strategy and Plan Development**

Plans are in place to assist MoEST in developing a CD Strategy Development Plan for the Education Sector, set to begin in September, 2009. This strategy will clearly delineate options and actionable plans (including a financial management, monitoring and evaluation framework) to address key capacity issues identified and help steer the Ministry and its Development Partners (DPs) towards the effective implementation of the NESP. The process and plans developed will also take into account the existence of current and planned technical assistance, including Sector-Wide Approach (SWAp) Institutional Development TA recently arrived in-country and other TA to MoEST in related areas.


Developing and producing a CD Strategy and Plan intends to clearly identify and develop solutions for critical problem areas under the umbrella of “capacity,” which present obstacles towards the effective implementation of the NESP and ESIP, long-term and mid-term sector plans meant to be used for and by all education stakeholders. MoEST intends the development of the strategy to be a capacity development exercise itself.

Two major, multi-activity tasks will be conducted: 1) Developing and delivering a CD Strategy and related Plans, a planning component and 2) Producing a finalized Education Sector Capacity Assessment, a research component.

Developing the Capacity Development Strategy is a significant endeavour that will entail input and participation from Ministry of Education, other Ministries and other institutions involved in capacity development. The MoEST intends to establish a CD Strategy Technical Working Group or Task Force, which will be responsible for steering and

developing the strategy and requisite plans. Although education personnel at all levels will be involved for both major tasks, the main hub for technical assistance will be the CD TWG, final composition to be approved by MoEST, and consisting of Ministry of Education and other relevant Ministry personnel (both in and out of the sector – e.g. Ministry of Women and Child Development, Youth and Sports, but also Development and Coordination, Finance, etc.), international and local consultants.

This is a precursor to implementation, with the expectation is that plans will be fully integrated into, and directly supporting, the ESIP and NESP. MoEST and its Development Partners intend to use the CD Strategy and Plans developed as a base for clarifying areas of support specific to capacity development in the education sector.



**PART 5**

**CONSOLIDATION AND SUMMARY OF THE APPRAISAL RESULTS.**

**Table 2A Population and Education Indicators, 2003-2008**

<b>Education Trends</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b>BASIC EDUCATION STDS 1 - 8</b>						
<b>COVERAGE</b>						
Enrolment	3,112,513	3,166,786	3,200,646	3,280,714	3,306,926	3,600,771
Gross Intake Rate	158.0%	158.0%	150.0%	150.0%	142.0%	142.0%
Net Intake Rate	72%	78%	75%	76%	81%	81%
Gross Enrolment Rate	130.0%	132.0%	126.0%	122.0%	116.0%	119.0%
Net Enrolment Rate <sup>3</sup>	115.0%	115.0%	108.0%	104.0%	100.0%	103.0%
Completion (%)	32.2%	29.7%	31.2%	31.6%	31.9%	40.2%
<b>EQUITY</b>						
% female enrolment	49.3%	49.8%	49.8%	50.0%	50.0%	50.8%
Gender Parity Index	0.99	1.01	1.01	1.02	1.02	0.98
Orphans (total)	359,148	386,728	439,405	461,621	454,921	481,643
% of enrolment	11.5%	12.2%	13.7%	14.1%	13.8%	13.4%
<b>QUALITY &amp; EFFICIENCY</b>						
Repetition (%)	17.7%	18.8%	19.3%	19.9%	19.8%	19.4%
Teachers (1-8)	45,100	43,952	45,075	43,197	42,330	45,925
Pupil: Teacher ratio	68	72	71	76	78	78
PqTR	96	82	83	84	88	90
Teacher Attrition Rate %	n/a	10.2%	10.7%	4.8%	4.0%	2.4%
Std 8 Exam Pass Rate	74.9%	70.6%	74.4%	74.4%	71.6%	75.9%
<b>Assessment (SACMEQ II 2005)</b>						
Mean for reading test scores			428.9			
Mean for math test score			432.9			
% of students reaching minimum level of mastery reading			8.60%			

<sup>3</sup> Over 100% GER is due to the enrolment of under-age and over-age children

% of students reaching desirable level of mastery reading	0.30%					
<b>SECONDARY EDUCATION (Forms 1 -4)</b>						
<b>COVERAGE</b>						
Transition Rate	n/a	35.0%	36.0%	40.0%	37.0%	40.0%
Enrolment	131,100	180,157	183,854	218,310	210,325	233,573
GER	11.9%	15.8%	11.5%	17.7%	16.3%	18.9%
<b>EQUITY</b>						
% female enrolment	42.9%	43.0%	42.5%	44.0%	43.3%	46.6%
Gender Parity Index	0.75	0.76	0.75	0.79	0.77	0.76
Orphans (total)	20.747	31.350	39.909	46.554	46.329	53.286
% of enrolment	15.8%	17.4%	21.7%	21.3%	22.0%	22.8%
<b>QUALITY &amp; EFFICIENCY</b>						
Repetition (%)	n/a	3.7%	4.0%	4.2%	6.4%	7.7%
Teachers	7,076	9,044	8,975	10,368	10,258	11,397
Pupil: Teacher Ratio	19	20	20	21	21	20
PqTR	n/a	n/a	73	69	62	55
MSCE Pass Rate	34.8%	41.0%	43.3%	38.9%	38.2%	40.0%

Table 2B Education Indicators for disadvantaged Groups (2008)

	Total	Boys	Girls	Urban	Rural	Richest quintile	Poorest quintile	Best performing region	Worst performing region	
Secondary Education	MSCE Pass Rate		48.7	36.2	49.8	41.9		48.5	39.4	
	% drop-outs		7.1	9.7						
	% of repeaters		7.4	5.4						
	Completion Rate (%)		15	7	33	6	31	2		
	Entry Rate to Form 1		30	22	56	20	59	9	40	20
	Net Enrolment Ratio	12.3	12.9	11.8						
	% of Total Enrolment		53	47	33	67	7	50		
SACMEQ II (b) <sup>4</sup>		0.5	0.1	1.7	0.2	0.5	0.3	1.3	0	
SACMEQ II (a) <sup>5</sup>		10.5	6.6	20.5	6.5	13.6	6.1	13.9	3.1	
Primary Education	SACMEQ II – Math		437.7	427.7	451.2	429.1	442.2	428.2	451	418.4
	SACMEQ II – Reading <sup>6</sup>		431.9	425.6	455.8	423.5	440.7	422.9	444.9	405.9
	PLSCE Pass Rate		77.4	68.8	88.5	71.6			82	64.1
	% Drop-outs		4.6	5.6						
	% Repeaters		18	17						
	Completion Rate (%)		45	31	66	32	67	23		
	Entry Rate to Standard 1		96	96	96	98	98	94	99	95
	Net Enrolment Ratio	103	102	104						
% of Total Enrolment		48	52	11	89	20	20			
Gross Enrolment	Higher									
	Secondary	20.3								
	Primary	119	121	118						

<sup>4</sup> SACMEQ II (b)

<sup>5</sup> SACMEQ II (a) % pupils reaching minimum level of mastery in reading

<sup>6</sup> SACMEQ II – READING Mean score for Malawi against average mean of 500

**Table 3B Selected Cost and Financing Simulation Results for Assessing Strategic Directions**

Indicators	EFA FTI indicative benchmark	ESIP Targets/Outcomes				
		2009	2010	2011	2012	2013
<b>Enrolment and Flows</b>						
<b>Primary Enrolment <sup>7</sup></b>						
Total		3,697,200	3,790,240	3,899,544	4,004,832	4,112,962
% private	10	1.60%	1%	3%	3%	4%
% female		50.80%	50%	50%	50%	50%
Gross Std 1 entry rate (% school-aged population)	100	142%	142%	140.5%	139.5%	138.5%
Boys	100	141%	140%	139%	137%	137%
Girls	100	143%	144%	142%	142%	140%
Completion Rate	100	55	56	57	61	57
Boys	100	59	58	57	60	59
Girls	100	51	54	56	61	63
% repeaters	≤10	19.16%	10%	5%	5%	5%
<b>Secondary Enrolment <sup>8</sup></b>						
Total		253,573	271,086	275,267	296,646	350,267
% female		47%	47.30%	47.80%	48%	48%
<b>Tertiary enrolment (TVET)</b>						
Total		1,388	4,458	4,566	5,483	6,147
% female		32.60%	33.20%	33.80%	37%	39.70%
<b>Service Delivery</b>						
Primary student: teacher ratio	40:1	85:1	81:1	77:1	68:1	61:1
Total stock of civil service		47,716	51,746	56,076	64,946	73,816

<sup>7</sup> extracted from Model A

<sup>8</sup> calculated from GER projections in ESIP using MoEST population projections

teachers						
New additional civil service teachers		4,060	4,030	4,330	8,870	8,870
Avg. Civil service teacher salary % of GDP per capita <sup>9</sup>	3.5	4.9	4.7	4.6	4.5	4.2
Annual instructional hours <sup>10</sup>	850-1000	413-964	413-964	413-964	413-964	413-964
Cost of classroom construction, incl. Equipment (US) <sup>11</sup>	8,000	8,837	9,667	10,576	11,570	12,658
<b>Resource Mobilisation</b>						
Domestic Revenue % of GDP	14-18	18.7%	19.0%	19.0%	19.0%	19.0%
External grants as % of GDP		17%				
Education share of budget		15.6%	15.6%	17.0%	17.0%	17.0%
Recurrent expenditure as % of total recurrent						
Including grants	20					
Excluding grants	20	18.8%	18.9%	19.5%	20.9%	21.3%
Primary share of education budget		56.30%	56.70%	60.40%	62.50%	62.50%
Primary share of recurrent budget <sup>12</sup>	42-64%	61%	63%	66%	69%	69%
% on teacher salary	Max 66	58%	59%	59%	60%	60%
% on non-teacher operating expenses	33	21%	21%	30%	30%	31%

<sup>9</sup> (i) average salary estimated on emoluments only exclusive of other benefits, (ii) GDP per capita estimated at MK42,000.00

<sup>10</sup> 413 hours apply to STD 1 while 964 apply to STDs 5,6,7 and 8

<sup>11</sup> based on average cost estimates of DFID, EU Microprojects, Plan International and WB/MASAF in CSR. Annual inflation in building costs estimated at 9.4%

<sup>12</sup> Reflects expenditure as per ESIP. Actual GoM budget for 2009/10 50-55%

Table 4A Selected Quantitative Targets in the 3 to 5 Year Action Plan

	Base Year (2008)	Projections					Cumulative 2009-2013
		2009	2010	2011	2012	2013	
<b>Number of students in Government schools</b>							
Primary, total	2,880,000	3,638,045	3,759,054	3,782,558	3,884,687	3,948,444	19,012,787
female	1,434,240	1,848,127	1,879,527	1,891,279	1,942,344	1,974,222	9,535,498
Secondary, total	160,709	192,715	206,025	209,203	225,451	266,203	1,099,598
female	67,191	90,576	97,450	99,999	108,217	127,777	524,019
<b>Number of new teachers in government schools</b>							
Primary, total	43,319	3,500	3,500	3,800	8,340	8,340	27,480
Secondary, total	8,698	560	530	530	530	530	2,680
<b>Number of textbooks to be procured &amp; distributed</b>							
Primary	11,510,209	11,500,000	2,400,000	2,400,000	2,400,000	2,400,000	21,100,000
Secondary							
<b>Number of new classrooms to be built</b>							
Primary	38,180	1,430	1,930	2,430	2,430	2,430	10,650
Secondary	5,474	1,000	1,500	2,000	2,000	2,000	8,500
Number of new latrines (Total/Female)	2,992	200	200	200	200	200	1,000
<b>Aggregate Recurrent Budget (Million MK)</b>							
Primary Education	11,164.75	16,657.82	17,510.09	17,911.47	19,770.58	20,692.38	103,707.09
Secondary Education	4,260.09	4,361.89	4,605.69	6,290.85	5,713.44	6,243.62	31,475.58
Higher Education	5,900.00	4,404.48	4,399.19	4,392.26	4,625.35	4,758.63	28,479.91
Other	11,529.10	6,287.21	7,038.57	7,554.49	8,737.64	9,655.77	50,802.78
<b>Aggregate Budget for Capital Investments</b>							
Primary & Secondary Education	3,099.28	13,583.67	14,425.18	15,804.84	15,717.34	16,545.25	90,036.61
Higher Education	3,180.21	944.96	1,425.87	1,425.87	1,214.63	1,238.92	7,676.12

Notes: 1. Private enrolment for secondary is assumed at 24% during the plan period  
2. It is assumed that all teachers from teacher training colleges will be absorbed into government schools  
3. Other university investment costs included as grant funding under recurrent expenditure

Table 4B Performance and Disbursement of External Funded Projects/Programs

Development Partner	Focus area	Disbursements			Resources committed/anticipated			
		USD ('000)			USD ('000)			
		2006	2007	2008	2009-2010	2010-2011	2011-2012	2012-2013
<b>AfDB</b>	Education IV-V: Infrastructure development, education material provision, human resource capacity development, and project management	5,055	3,034	1,753	9,366	7,826	336	5,000
<b>CIDA</b>	Grant Support to the Education Sector Phase II. Initial Teacher Primary Education (IPTE) funding channelled through GTZ. IQBE funds for PCAR and Child friendly schools funds channelled through UNICEF.	1,365	2,639	6,097	2,000	2,000	2,000	2,000
<b>DfID</b>	Education Infrastructure, Curriculum Reform, Teachers Capacity Development, School Grants.	4,851	7,020	11,309	21,000	22,500	21,190	21,190
<b>GDC</b>	Improving Basic Education, School Feeding, Primary Education	3,384	9,425	4,526	11,274	12,189	11,202	2,860
<b>JICA</b>	District Education Plan Institutionalization Programme, Strengthening Mathematics and Science in Secondary Education	166	254	564	936	560	351	91
<b>UNICEF</b>		5,000	7,000	10,000	14,200	14,200	13,700	13,400
<b>USAID</b>	Malawi Teacher Training Activity. Primary School Support Program. EMIS	6,000	5,600	4,850	9,000	10,000	9,000	9,000

	Support. Tikwere/IRI.							
<b>WB</b>	Teacher Capacity Development. School Health, School Grants, Secondary School Refurbishment.	5,000	4,800	4,000	9,500	<b>13,000</b>	<b>13,000</b>	<b>13,000</b>
<b>WFP</b>	School Feeding Project and Universal School Meals Programme	8,700	12,090	12,152	12,407	<b>12,373</b>		
<b>TOTAL USD ('000)</b>		39,521	51,862	55,251	89,683	<b>94,668</b>	<b>70,443</b>	<b>66,541</b>

Table 4C **Capacity Constraints and Plans to Overcome them**

Domain	Nature of capacity constraint	Describe the proposed plan to strengthen capacity
<b>Teacher recruitment, support and development</b>		
Pre-service training (total/females)	Malawi's teacher education system has been characterized by a lack of coherent policies and clear strategies to address overwhelming demand due to rapid expansion of primary and secondary school sub-sectors. Government's bold decision to introduce Free Primary Education in 1994 led to increased enrolments which in turn created a high demand for primary school teachers. Number of TTCs is not quite enough to produce the numbers needed. TTC tutors are in short supply as well as TTCs themselves. Not enough female teachers have been recruited Government has been aiming to recruit more female teachers. Entry qualification into TTCs appears to be improving.	<ul style="list-style-type: none"> <li>• Recruit and deploy teachers in a systematic manner by using district-based requirements and gender balance.</li> <li>• Agree the national strategic plan on teacher education and development, and deployment in Malawi</li> <li>• Introduce incentives to particularly attract female and special needs education teachers.</li> <li>• Reform teacher education curricula in line with primary education reforms.</li> <li>• Build more TTCs and expand existing ones to provide a sustainable mode of pre-service training including using Open and Distance Learning (ODL) modes</li> <li>• Strong link between Teacher Training Colleges and real schools and classrooms need to be maintained in initial teacher education.</li> </ul>
In-service Training (total/females)	Malawi suffers from a high level of teacher attrition due to a number of factors including the lack of proper in service programme or career path for teachers. As curricula change, teachers need to keep pace with the changes and new demands placed upon them. The Primary Continuous Professional Development system is served by a national network of 315 Teacher Development Centres (TDCs). These are staffed by 365 Primary Education Advisers (PEAs).	<ul style="list-style-type: none"> <li>• Establish funding mechanisms through districts to enable TDCs to source materials for teacher professional development and maintenance of centres at zone and school levels.</li> <li>• Ensure upgrading of current Junior Certificate of Education teachers to Malawi School Certificate of Education (MSCE).</li> <li>• Ensure greater integration of the pre service and in service systems</li> <li>• Training programmes consider and accommodate circumstances and needs of female teachers.</li> </ul>
Recruitment	The total output remains about 3,000 for primary school teachers and about 400 for secondary school teachers annually. An attrition rate of about 6% means retention level is low. To meet a midterm pupil teacher ration target of 60:1 by 2012, an additional 20,000 teachers will have to be produced based on current figures of 39,000 trained teachers against a required 60,000. There are still challenges for rural schools particularly with regard to deployment and retention of teachers particularly retention of female teachers to rural areas.	<ul style="list-style-type: none"> <li>• Government to plan and develop a comprehensive human resource plan which will outline the staffing situation for teachers and other personnel, skills, training needs, deployment and retention strategies</li> <li>• Government to increase funding to the sector to recruit more teachers and optimised use of those recruited</li> <li>• There is need to work out a system that deploys teachers where the pupil teacher ratio is high. Issue of unlicensed teachers in the system especially at secondary level needs to be addressed</li> </ul>
Teacher evaluation	No systematic teacher evaluation in place. Assessments comprise observation during teaching. PEAs are expected to have 6 supervising visits to the teachers. This is not happening due to the heavy workload of PEA. Absence of a teacher motivation policy or strategy has left schools with little guidance on how to address any gaps identified through random evaluation processes	<ul style="list-style-type: none"> <li>• School based supervision framework being designed</li> <li>• Head teachers training to be institutionalised</li> <li>• CPD to be school based so as to provide specific training to address capacity gaps among teachers.</li> <li>• Through donor support, there is also an on-going public service-wide reform programme aimed at addressing a broad spectrum of performance, service delivery and HR issues. It is expected that this will result in Service charters.</li> </ul>

School inspection	There is a system of school inspection in place but not working effectively. Inspections are done by random sampling resulting in some schools not being inspected for many years. The Inspectorate unit is under-resourced. The link between school inspection and service delivery needs to be improved	<ul style="list-style-type: none"> <li>• Strategy is being developed to provide more systematic inspection that will ensure that all schools are inspected at least once every two years</li> <li>• Plan to recruit 262 more inspectors to help implement the strategy</li> <li>• Standards of inspection to be strengthened particularly in teaching, learning and staff development</li> </ul>
Managing the impact of HIV/AIDS on the teaching force	HIV and AIDS-related illnesses and death have contributed to increased attrition in recent years mainly among teachers below the age of 50. This has serious implications for productive years of the teaching force. The impact of HIV&AIDS on education staff requires serious attention so that investments in teacher education and recruitment are not wasted. Lower level interventions in HIV&AIDS awareness is making impact in this regard. Networks of Teachers living with HIV&AIDS such as T'Lipo is also helping to address awareness and to prevent stigmatization. Government is already providing ARVs in centres across the country	<ul style="list-style-type: none"> <li>• Introduce life skills in HIV&amp;AIDS education in TTCs.</li> <li>• Continue appropriate actions such as making available retroviral drugs to teachers suffering from HIV and spreading HIV&amp;AIDS education (including behavioural change)</li> <li>• Promote more effective and relevant teaching approaches that enable teachers to engage pupils in examining issues around gender, sex and HIV prevention</li> </ul>
<b>Student assessment and curriculum development</b>		
Standardized testing	Malawi participates in the regional SACMEQ for monitoring learning achievement (at primary level in reading (English) and mathematics). Public examinations are also used to evaluate students' performance at grade 8 which is the primary completion cycle. Results from SACMEQ given to standard six students in reading (in English) and mathematics, reveal that Malawi's performance in both subjects is very poor and reading performance has deteriorated in the period 1999 to 2004. In the 2004 tests, only 9% of students reached minimum level of mastery in English, and in mathematics 98% of the students did not pass skills beyond numeracy. Malawi ranked lowest of all fourteen countries in reading, and second lowest in mathematics in 2004	Through the new curriculum, MoEST has introduced continuous assessment (CA) in all primary schools. <ul style="list-style-type: none"> <li>• Teachers synthesized on the new curriculum including assessments</li> <li>• Malawi National Examinations Board (MANEB), plans introduce continuous assessment in the national examinations at grade 8</li> <li>• Improve the teaching and learning environment</li> <li>• Introduce early grade numeracy and reading programs to improve literacy education.</li> </ul>
Test banks for diagnostic testing	MoEST conducted a Primary Assessment Survey (PAS) which is another system of evaluating students' performance. MANEB is developing a new continuous assessment system. There is need for MANEB to learn best practices from other countries. Another challenge is to collect credible data from the teachers. Capacity and reliability are main issues	<ul style="list-style-type: none"> <li>• New system of assessment to be developed in MANEB. Strengthen MANEB's capacity in data reliability.</li> </ul>
Curriculum development (Incl. HIV/AIDS and gender aspects)	The curriculum reform for secondary education is not specifically planned and costed in the NESP	<ul style="list-style-type: none"> <li>• Review the curriculum periodically and cost it fully</li> </ul>

<b>Data for better management</b>		
Education Management Information System	<p>The capacity to collect, analyze and process data in the same year of EMIS at the MoEST has continuously been improved since the early 1990's. However, data for EMIS is used for updating the status quo, with little usage of the same in decision making and management of education functions at the district and national levels.</p> <p>The decentralized level is heavily characterized with weak or low monitoring capacity. Districts and school do not use the data for their own planning.</p> <p>There is no M&amp;E plan at the sector level.</p>	<ul style="list-style-type: none"> <li>• Develop planning and M&amp;E guidelines for school level to provide feedback to the policy review on decentralization of education</li> <li>• Capacity development of district and school officials on data management and reporting, intermediate and advanced training in computer software.</li> <li>• Monitoring and Evaluation Unit provided with technical assistance to perform their duties in sector monitoring. Develop manuals for Planning and M&amp;E.</li> <li>• Disseminate and create consensus among all stakeholders on annual data usage.</li> </ul>
Expenditure tracking	<p>Two Public Expenditure Reviews (PERs) have been conducted by the government, the first in 2000 and later in 2006 with support from the World Bank. The Public Expenditure Tracking System (PETS) through NSO was piloted in 2004. The reports have revealed expenditure patterns that are not pro-poor. Most of the expenditures go to operational costs. The most tangible report is Country Status Report (CSR) developed 2007-2009, involved key planning officials from the MoEST and other stakeholders. The Civil Society has also been collecting expenditure data through the Civil Society Coalition for Quality Basic Education (CSQBE). The analysis has been instrumental in budget planning and implementation of the Ministry.</p>	<ul style="list-style-type: none"> <li>• Enhance the role of Civil Society in budget tracking. This is also a capacity development exercise to advocate for more education expenditure.</li> <li>• The CSR report has identified areas that need to be improved e.g. the inter-sectoral resource allocation.</li> <li>• Quarterly and annual expenditure reports discussed at all joint sector reviews and used as benchmarks for individual performance appraisals.</li> </ul>
Systems for gender – disaggregated data collection and analysis	<p>Most data collected through the EMIS system is disaggregated by gender. Gender programming and integration is an important component of all education programs for MoEST. The curriculum is gender sensitive and a gender analysis is a pre-requisite for addressing gender issues in education.</p>	<ul style="list-style-type: none"> <li>• The NESP contains more explicit and costed strategies to address cross-cutting issues related to HIV/AIDS, gender, equity and exclusion.</li> </ul>
<b>Procurement/Contracting Systems</b>		
Distribution of instructional materials	<p>An inventory management system identifying needs, procurement, storage, distribution and payment does not exist in MoEST. The units that are involved with procurement (Specialized Procurement Unit [SPU]) and distribution (Supplies Unit [SU]) of these materials work in isolation, the system which should generate reports when required is not capable of doing so or producing inaccurate data. Capacity development for the units has been provided, but not in a coordinated manner. Limited storage facilities are contributing to serious shortfalls. The bureaucracy in the approval process by the Office of Director of Public Procurement</p>	<ul style="list-style-type: none"> <li>• Develop an inventory management system linked to the Procurement Plan and providing EMIS-based linkages between the units in the supply chain.</li> <li>• Acquire additional warehouse in Blantyre, Southern Region.</li> <li>• Once the inventory management system is in place then capacity building will be done for the entire supply chain.</li> <li>• MoEST to develop annual Procurement Plans linked to Programme of Work (PoW) and EMIS data in terms of school requirements (demand-driven by end-users.) The proposed recruitment of a Procurement Specialist under the SWAp will assist in entrenching a reform process in the entire supply chain, and further strengthen the linkages between</li> </ul>

	(ODPP) makes the process very lengthy and cumbersome. Both SPU and SU do not completely use EMIS data as leverage for planning, resulting in wrong volumes procured, over supplying in one school and under supplying yet in the other. Ghost schools or private schools have also appeared on distribution plans.	EMIS, SPU and SU.
School construction	The Education Infrastructure Management Unit (EIMU) in the ministry oversees the construction of classrooms and other infrastructure facilities. A centralized construction approach tends to increase the unit cost and thus reduce the number of units constructed. Other challenges include funding constraints, weakness/delays in the Government procurement approval and payment processes. Lack of trained human resources at district level to sensitize communities in school construction has limited the opportunities for strengthening school planning and management at community level.	<ul style="list-style-type: none"> <li>• Contemplate a more decentralized approach, based around infrastructure grants to schools modelled on the piloted enhanced direct support to schools (EDSS).</li> <li>• Provide adequate technical support and supervision through the District Assemblies.</li> <li>• The DSS programme provides a sound basis to roll out an infrastructure programme in the medium and long term.</li> <li>• The monitoring capacity of the EIMU could be enhanced by outsourcing some technical and managerial services to the private sector under the direction of the EIMU.</li> </ul>
<b>Promotion of schooling among target population</b>		
School mapping to improve accessibility of schools	A national school mapping was implemented 2002. A total of 5,654 schools were surveyed, including 185 Secondary Schools, 524 Community Day Secondary Schools, 4,834 Primary Schools and 110 TDC's. The data and maps are not used by the district planners as intended and require updating and technical capability among local staff to use the system.	<ul style="list-style-type: none"> <li>• Enhance district data management and analysis skills by training and producing improved software and internet access to 34 districts.</li> <li>• Update school mapping data for school location planning and school maintenance program.</li> <li>• Sensitize communities on revised school mapping data.</li> </ul>
School design (including water, sanitation...)	Due to the substantial construction backlog requirements coupled with the high cost of construction with conventional materials, classroom construction, teachers houses and provision of sanitation facilities has not kept pace with the expansion in classroom enrolments. The lack of construction and management capacity, particularly at the local level, the absence of policy guidelines, functional and space requirements, and the high construction costs, constitute main constraints for accelerating construction.	<ul style="list-style-type: none"> <li>• Two semi-autonomous construction units have been merged into one ministerial implementation unit which is being strengthened with the recruitment of qualified procurement specialists.</li> <li>• Guidelines and manuals on institutional set-up, decentralized financing mechanisms and technical norms and standards for low-cost classroom construction to be developed and planned for piloting in selected Districts.</li> <li>• Prepare an action plan for accelerated construction of primary school classrooms over a period of 10 years through new decentralised implementation modality with community support, while large works will be organised in a conventional way using contractors.</li> <li>• Introduction of an annual infrastructure operational plan will improve transparency and clarity on location of new constructions and rehabilitations.</li> </ul>
Design of demand-side financing interventions (including children orphaned by AIDS and other causes)	Lack of school demand, in particular among the poorest segments of Malawian society, can be partially attributed to economic difficulties.	<ul style="list-style-type: none"> <li>• GoM will finance locally appropriate interventions to increase demand in education. It will specifically build on best practice interventions that are currently being piloted for future scale-up, including cash transfers and in-kind transfers for girls and vulnerable children</li> <li>• In addition, the enhanced direct support to schools</li> </ul>

		will not only focus on ensuring the delivery of critical education inputs to the school level, but will also be used for community-based education sensitization campaigns.
<b>Administration and Management</b>		
National-level budgeting and financial management	Malawi has made good progress in PFM capacity development, particularly rolling out of IFMIS at the ministry-level. However, IFMIS is yet to be rolled out at the District level that also uses significant public funds. Decentralization and devolution of central government power is still in a preliminary stage. The accountability in local government level is still evolving. The overall capacity of the local government institutions is still very weak. <i>Corruption</i> is also a serious concern in Malawi and the cost of corruption remains high by international standards.	<ul style="list-style-type: none"> <li>PFM weaknesses are addressed through a PFM Capacity Development Action Plan. IFMIS is being piloted in six districts.</li> <li>The Government will launch a plan for combating corruption at all levels and developing national integrity. The government preaches a zero-tolerance policy for misuse of public funds; however, it is felt that such a policy should be strictly applied. Otherwise, the overall fiduciary risks would remain substantial at the national level.</li> </ul>
Sub-national government administration	<p>The MoEST FM assessment shows many of the weaknesses exhibited at the national level. At the cost centers level, there are serious problems. There are allegations of ghost teachers or workers, which raises serious control weaknesses.</p> <p>The capacity of the Districts and Divisional Educational Offices and educational institutions is very weak. About 60% of the approved FM positions are vacant. However, this seems to be too excessive.</p> <p>The capacity of the existing staff is also weak and needs significant development. This poses substantial risk for intended use of funds.</p>	<ul style="list-style-type: none"> <li>The SWAp TA support includes implementation of a Financial Management Improvement Plan. The Internal Audit Unit will prepare a Risk-Based Internal Audit Plan to conduct internal audit of all high-risk areas in the MoEST and high-risk cost centers. Internal Audit Committee of the MOEST will function effectively to take mitigation measures on the findings by the internal and external auditors.</li> <li>A realistic FM staff need assessment in the Education Sector would be conducted and staffs where there is weak capacity would be appointed by project effectiveness.</li> <li>A capacity development strategy would design a training plan and also courses for professional and career development of the finance staff in the Education Sector in association with the Staff Development Institute and other training facilities available in Malawi.</li> </ul>
Capacity and structures for mainstreaming gender	The MoEST is weak in its gender capacity and structures for the mainstreaming don't receive the attention they deserve.	<ul style="list-style-type: none"> <li>DPs are in dialogue with MoEST in a technical working group on gender, HIV&amp;AIDS, OVC and SHN. The progress will be assessed at the annual Joint Sector Review</li> </ul>
<b>Legal/Institutional Framework</b>		
Enactment of laws to facilitate EFA FTI implementation	There is no separate legal requirement to implement EFA FTI catalytic funds in Malawi.	<ul style="list-style-type: none"> <li>MoEST has the mandate to implement education programmes guided by the National Education Sector Plan (NESP) and the Education Sector Implementation Plan 2009-13 (ESIP). FTI Catalytic funds will be added to other sources of income to finance the annual programme of work for implementation of the NESP.</li> </ul>
Removal of legal impediments to primary education	The Education Act enacted in 1962 does not cover demands of this century. Various levels of education such as ECD, CBE, TEVET, Tertiary and Higher Education. The current Education Act is not coherent with other institutions and ministries providing educational services and contradicts with the laws of Malawi.	<ul style="list-style-type: none"> <li>The Government of Malawi has established a Special law Commission to review and revise the Education Laws and to see to it that the current Acts in Higher Education and TEVET, Decentralization are harmonised with the Chapter. The Education Act is being revised for Parliament endorsement. In the interim the Ministry of Education has developed guidelines to Decentralization, a document being used by District Education Managers</li> </ul>

Enactment of laws on discrimination and equal opportunities (gender, HIV etc.)	The Malawi Constitution provides protection to the rights of individuals and gender. However, there are no specific laws on gender and HIV/Aids that specifically address such issues.	<ul style="list-style-type: none"> <li>• The Government of Malawi is developing specific laws on gender and HIV/Aids. A report (“The Development of HIV and AIDS Legislation”) has been prepared by the Malawi Law Commission for consideration of the Cabinet and subsequent endorsement by the Parliament. The Ministry of Education has developed an “HIV and Gender Policy and Implementation Plan”.</li> </ul>
<b>School-level capacity</b>		
School head leadership	Most head teachers lack leadership competencies and have never received any leadership or management development training. This is reflected in poor supervision of teachers, limited coordination and information sharing among the constituents at the school level – teachers, PTAs and SMCs. Head teachers tend to undermine accountability and transparency processes because they hold monopoly and privilege of information.	<ul style="list-style-type: none"> <li>• MoEST is developing a leadership and management training programme for all head teachers. This programme will be rolled out in a phased manner through a modular INSET programme.</li> <li>• Another strategy is to integrate a leadership training programme (comprehensive orientation on their roles) with every appointment made (manual and guidelines will be developed).</li> </ul>
Parent-Teacher Association	The National Strategy for Community Participation in Primary School Management (NSCPPSM) developed in 2004 with support of DFID and DANIDA is an effort to foster community participation in school management and ensure accountability. With the introduction of another structure at school level, the School Management Committee (SMC), duplication of roles and antagonistic tendencies between PTAs and SMCs have emerged. Currently the roles and obligations of PTAs and SMCs are not widely understood or differentiated. And in some cases both of these structures are largely dormant. Most head teachers seem to have taken advantage of this situation by withholding vital information from these structures. Generally, community members lack knowledge and confidence to execute their functions as most of them are not trained in school management roles. Since the launching of the NSCPPSM the Government has failed to finalize guidelines and manuals for school management training and empower the local communities.	<ul style="list-style-type: none"> <li>• Dissemination of communities’ roles and obligations shall be enhanced through training of SMCs’ in their increased roles and responsibilities.</li> <li>• The introduction of Direct Support to Primary Schools (DSS) funding modality is demonstrating good results in terms of strengthening PTAs and SMCs capacity through general management processes.</li> </ul>

**Table 5 Consultation with Stakeholders**

Stakeholders	Date (s) of past or planned consultation	Format/duration of consultation	Comment on quality of consultation and any issues raised
<p>Legislature</p> <p>Ministry of Finance</p>	<ul style="list-style-type: none"> <li>• At each Annual Joint Sector Review</li> <li>• Whenever there was need to meet</li> </ul>	<p>Meetings have largely been held at the request of Ministry of Education or Development Partners. Ministry of Finance is however setting up Sector Working Groups that will provide space for more formalized meetings. Meetings lasted one to two hours. The Ministry attended and presented papers at Joint Sector Reviews, Education Donor Group retreats or by invitation to meetings.</p>	<p>The consultations with Ministry of Finance have improved significantly in the last three years, principally with the completion of the NESP. Ministry is keen to see the establishment of the Education SWAp, and has given its green light to the Joint Financing Arrangement and Memorandum of Understanding Documents. It has established Sector Working Groups that Education will be required to be part of. The question of increasing the proportion of funding to Primary Education remains on of contention.</p>
<p>Ministry of Gender/ Women's Affairs</p>	<ul style="list-style-type: none"> <li>• Monthly Technical Working Group Meetings</li> <li>• Meetings to address routine issues</li> <li>• Preparations for the Convention on the Rights of the Child Meetings in Geneva (2008/9)</li> </ul>	<p>The Ministry of Women and Gender provided leadership on Gender, Early Childhood Development (ECD) and Adult Literacy, which fall within its purview. It was thus a core member of the planning and drafting teams both for the NESP and for the ESSIP. The Ministry was thus invited to all the planning meetings leading to the production of the National Education Sector Plan, and later the ESIP. Workshops lasted three days to a week on average; Technical Working Groups took place one day each month (not always regular though) over the past three years, but picking up momentum in 2009.</p>	<p>The consultations were effective in that key issues were articulated, though the priorities are still subject to debate. The major issues raised have to do with additional funding for all areas, especially ECD. There is also the question of linkages between schools and ECD facilities in terms of physical location, teacher preparation and governance.</p>
<p>Other line ministries</p>	<p>Meetings were held on a needs basis with Ministry of Youth and Sports Development; Ministry of Health and Ministry of Water Development</p>	<p>Ministry of Youth and Sports took part in the major workshops on the development of the Sector Plan and later the ESIP. Their primary interest was Complementary Basic Education and Adult Literacy. The other Ministries were consulted because of their contribution to Education – Health and Nutrition and Water, Hygiene and Sanitation.</p>	<p>The ongoing consultations are effective in bringing a holistic approach to education development. Major issues were: additional funding for health and nutrition and for complementary basic education given the high number of children who leave school before achieving literacy. Water and Sanitation have made a comprehensive costed analysis of needs at all schools for clean water; separate toilets for boys and girls; and for providing training to all teachers on the</p>

Stakeholders	Date (s) of past or planned consultation	Format/duration of consultation	Comment on quality of consultation and any issues raised
Regional govt.	n/a		three key hygiene practices.
<b>Local governments</b>	There are regular consultations between District Assemblies and Ministry of Education, Science and Technology. This is because education is decentralized, but in a way that imposes a sharing of responsibilities and budgets. Routine vertical and horizontal consultations are thus in built into the daily operations of the two ministries, and public budgets are accordingly allocated.	There have been multi-pronged consultations. Ministry of Local Government worked closely with the Technical Working Group on Primary Education (which ordinarily met monthly or more frequently when business demanded). This includes participation in workshops (usually three days to week duration) along with other stakeholders; submitting comments on draft documents and debating policy issues at local level which was then fed into the local assemble documents that eventually found their way into the final draft documents. Workshops lasted from three days to a week depending on the issues at hand. Written submissions also played a major role.	The District Assemblies were consulted extensively during the development of the National Education Sector Plan, the Review of Education Policy and Education Act, presently before Parliament. Local Authorities are currently in the process of developing their own Education Development Plans, using the NESP and ESSIP as a basis. The consultation has been effective in that it has allowed the local levels not only to comment on documents, but also to have their own suggestions considered. Local authorities played a central role in providing information and in the analysis of the Country Status Report. Major issues raised include: <ul style="list-style-type: none"> <li>• Additional resources;</li> <li>• More teachers for schools;</li> <li>• Improved school infrastructure;</li> <li>• Remuneration for volunteer teachers at ECD level</li> <li>• Decentralization of some management issues</li> </ul>
<b>Civil Society</b>  Civic and/or indigenous groups	The Civil Society Coalition for Quality Basic Education (CSCQBE) and Association of Pre School Play Groups in Malawi (APPM) composed of more than 94 CSOs and NGOs has been actively engaged in the Development of the Education Sector Plan through participation in workshops and meetings	Workshops engaging the Ministries of Education, Women and Children Affairs , Finance and Economic Planning, focusing on EFA, SWAP, gender budgeting, budget tracking and monitoring Consultations engaging Parliamentary Committee on Education and Donor Community on the above	The beginning was not good. GoM and MOEST were suspicious of CSOs and NGOs( seen as agents of championing DP agendas), but over time relations have improved especially after MOEST woke up the dual role of CSOs as allies in lobbying for improved funding and monitors. The challenge is still there as CSOs base is two wide ranging from Unions to church organizations creating conflicting interest groups which provide conflicting advice to MoEST. This more apparent in issues Budgets, HIV/Aids and Gender
NGOs (incl. HIV Girls' edu Network)	Support to school level organizations such as Aids	Support to School level planning, sensitization to	

Stakeholders	Date (s) of past or planned consultation	Format/duration of consultation	Comment on quality of consultation and any issues raised
	Toto Club and Teachers Living Positively(TILIPO). TILIPO is an active member of the HIV/Aids and Nutrition Technical Working Group.	Workshops and TWG meetings	
Key women's organisations/ networks	The Key Women Organization such has the Forum for Women Educationalist in Malawi ( FAWEMA) and Adult and Girls Literacy and Training(AGLIT). Young Women Leaders Network have as part of CSQBE and on their right have championed the girl child and gender issues throughout the development of NESP	District and national level workshops presenting research findings and focused group work on issues impinging on the girl child. Representational participation in the Review of the Education Laws and the development Government Policy and the NESP	Major issue focus on the balance between addressing the plight of the girl child to the huge needs of the sector
<b>Stakeholders</b> Principals	Through consultations at workshops for head teachers	Two to three day workshops	Major issues focus on adequate staffing; remuneration; career prospects and school facilities. Consultations could improve.
Teachers	Through consultations at workshops	Two to three day workshops	Major issues include: remuneration; housing; loans; career progression; support for those living with HIV-AIDS.
Administrators/ Inspectors	Through consultations at workshops	Two to three day workshops	Major issues include: filling the many vacant posts both administrative and teachers; remuneration and school facilities and teaching and learning materials. Consultations could improve.
Parents/Students/Local Community	Through consultations at workshops, and also through initiatives such as Direct Support to Schools; Parents Teacher Association training sessions and through Mother Group Initiatives (to bring girls back to school)	One to two day training sessions	The major issues raised include: school facilities, especially classrooms and sanitary facilities; trained teachers; teaching and learning materials; improved pass rates; child abuse and bullying, especially girls.
<b>Bilateral agencies</b> CIDA, DfID, JICA, GDC, USAID	Through regular consultations DP/MOEST Policy and Planning meetings, Appraisals of Specific DP Intervention, Development Joint Financing Arrangements and Memorandum of	On going, through workshop participation, regular MoEST DP meetings, active participation in Technical Working Groups and Specific Bilateral Talks, active participation in annual Joint sector Reviews	Consultations have improved. Major constraints are tensions created through differing interpretations on GoM and MoEST take the driver's seat and DP focus on transparency and accountability and sustainable development that require drastic

Stakeholders	Date (s) of past or planned consultation	Format/duration of consultation	Comment on quality of consultation and any issues raised
	Understanding, Participation Country Education Status Report, Involvement and Support to Capacity Gap Studies and active participation the Development of Sector Wide Approach.		policy reforms to political sensitiveness of GoM and MoEST.
<b>Multilateral Agencies</b> UNICEF, WFP, World Bank, African Development Bank	Through regular consultations DP/MOEST Policy and Planning meetings, Appraisals of Specific DP Intervention, Development Joint Financing Arrangements and Memorandum of Understanding, Participation Country Education Status Report, Involvement and Support to Capacity Gap Studies and active participation the Development of Sector Wide Approach	On going, through workshop participation, regular MoEST DP meetings, active participation in Technical Working Groups and Specific Bilateral Talks, active participation in annual Joint sector Reviews	Consultations have improved. Major constraints are tensions created through differing interpretations on GoM and MoEST take the driver's seat and DP focus on transparency and accountability and sustainable development that require drastic policy reforms to political sensitiveness of GoM and MoEST
<b>International NGOs.</b> Plan International, World Vision, Trocaire, Action Aid, Every Child Malawi, Care Malawi, Open Society in Southern Africa(OSISA)	Direct Consultation with Ministry of Education and Government of Malawi based on the Education Sector Plan and Malawi Growth and Development Strategy(MGDS)	On going	The Challenge is that International NGOS pursue direct relations with MoEST contrary to the spirit of Paris Aid and Accra Declarations. This still promotes project approach to implementation. More has to be done to incorporate International NGOs policy dialogue and consultation

Table 6 **Summary of Technical Appraisal**

Domain of evaluation	Summary comment	Score <i>af</i>
<b>1. Knowledge base underpinning the sector plan</b>		
What is its quality, judging from the available documentation?	The quality of the short-term plan is based on rigorous analytical and researched work done on the education sector in Malawi, such as the Country Status Report supported by the EPDF (CSR), SACMEQ, data from the annual school census (EMIS) and other external reviews	3
What critical gaps in the data and analysis remain?	There are critical gaps in a comprehensive knowledge of out of school children and future projections of students and financing requirements	2
<b>2. Content of the sector plan in terms of strategic long-term direction</b>		
To what extent is it fiscally viable?	The long-term direction of the plan articulates sound intentions, which are clearly projected against the policy framework. The content is in line with the MDGs and EFA targets, but financial viability is questionable	2
How sound are the tradeoffs it makes in coverage & service delivery?	The sector plan does not contain the necessary tradeoffs to ensure a fiscally viable plan and resources are not in line with priorities. Steps to seek cost recovery at the secondary and tertiary levels have not been recognized and increased educational expenditure will eventually become unbearable. Tradeoffs will be observed as reallocations from higher education to basic education are observed. Although there is need for increased investments in secondary and tertiary levels there is need to maintain solid funding levels for basic education, given the low level of learning outcomes and existing disparities.	2
<b>3. Content of the short-term action plan</b>		
Are budget allocations in the MTEF consistent with the plan's ambition?	There is a consistent growth of government funding for education, but the plan is hampered by lack of clear policy reforms and still far below the regional average.	2
How feasible are the plans for scaling up?	The plan is designed for nationwide implementation of all interventions and it is feasible to scale up. School-based financing is already successfully piloted and can be expanded.	3
How ready is the plan for	The ESIP 2009-13 is essentially an operational plan ready for implementation. Effective implementation is to be further	3

implementation?	assured by addressing some of the capacity constraints which are part of the programmed implementation of the plan.	
How well will the most important capacity constraints be addressed?	There are still challenges in the proposed ways of addressing capacity constraints. Two recent capacity gap assessment studies of the primary and secondary sub-sectors, however, provide good framework for a capacity development strategy currently being prepared. Capacity strengthening needs have been identified in the areas of institutional structure, physical infrastructure development, school management, procurement, financial management, EMIS, monitoring and evaluation. Institutional weaknesses are being addressed through the provision of local and international advisors in most of the areas identified.	2
<b>4. Consultation with stakeholders</b>		
How strongly has the plan been endorsed by other parts of government, esp. the Ministry of Finance?	Government through the Ministry of Finance has acknowledged the plan which responds to government agenda of moving towards SWAp and the education sector being third priority in the 2009-10 budget. There are however gaps in the collaboration between MoEST and MoF especially in terms of understanding budget priorities that need financing in both short and long term.	2
How acceptable is the plan to key stakeholders in the education system?	The plan was developed on the basis of a consultative process with all stakeholders including development partners, civil society and the private sector. The plan is comprehensive and is accepted by all key stakeholders i.e. CSO, NGO.	3
How acceptable is the plan to members of civil society?	The plan has been welcomed by civil society as it provides a better base for monitoring transparency and accountability.	3
How strongly has the plan been endorsed by the donor community?	The donor community provided technical assistance to MoEST to finalize the plan especially on realistic costing, procurement planning and monitoring and evaluation. The donor community endorses the plan and dialogue continues on issues and gaps identified.	3
<b>Overall Appraisal</b>	<b>The plans are comprehensive and consistent in addressing key priority issues for educational development. Although ambitious, the expected capacity building efforts within MoEST and within the public service in general enables the conclusion that the plans are realistic and feasible.</b>	<b>2.5</b>

a/ Using a scoring system (e.g. from 1 – very poor– to 4 –very good) has the virtue of collapsing a large amount of information into a single number. While this makes it easier to gauge where the country comes out, the scores are obviously not intended to be used mechanically.

## ANNEX 2 MAIN DOCUMENTS INFORMING THE TECHNICAL APPRAISAL

### POVERTY REDUCTION AND DEVELOPMENT PLANS

---

Ministry of Development Planning and Cooperation 2006. *Malawi Growth and Development Strategy 2006-2011*

Ministry of Finance 2007. *Malawi Development Assistance Strategy 2006-2011*

### EDUCATION SECTOR PLANS AND REVIEWS

---

Ministry of Education, Science & technology. 2008. *National Education Sector Plan 2008-2017 NESP*

Ministry of Education, Science & technology. 2009. *Education Sector Implementation Plan 2009-2013, ESIP*

Ministry of Education, Science & Technology, 2009. *Annual Work Plan and Budget 2009-2010*

Ministry of Education, Science & Technology, 2009. *Annual Procurement Plan 2009-2010*

Ministry of Education, Science & Technology, 2009. *Education Country Status Report 2008-2009*

Ministry of Finance, 2006. *Malawi Public Expenditure Review*

Ministry of Education, Science & Technology / SACMEQ, 2005. *Malawi SACMEQ II Study*

Ministry of Education, Science and Technology, 2009, *Joint Financing Arrangement*

Ministry of Education, Science and Technology, 2009, *Memorandum of Understanding*

### EDUCATION COST AND FINANCE SIMULATION MODELS

---

Ministry of Finance 2009 *Medium Term Expenditure Framework and the 2009-10 Budget*.

### SECTOR ANALYSES AND CONSULTANT REPORTS

---

UNICEF, 2008. *Gender Audit of the Education Sector*

Kadzamira E. and Chibwana M, 2004. *Gender and Primary Schooling in Malawi*, Partnership for Strategic Resource Planning for Girls' Education in Africa. FAWE and IDS.

Ministry of Economic Planning and Development, 2009. *2008 Public Expenditure Tracking Survey, Education and Health*

Ministry of Economic Planning and Development. *Malawi Millennium Development Goals Report 2008*

### OTHER PAPERS AND DATA SOURCES

---

Ministry of Education, Science and Technology, 2008. *Education Statistics*

World Bank and Development Partners, 2009. *Financial Management Assessment*

World Bank, 2009. *Procurement Capacity Assessment*

World Bank, 2009. *Environmental and Social Management Framework*

World Bank 2008, *Resettlement Policy Framework*

Ministry of Education, Science & Technology / GTZ, 2008. *Capacity Gap Analysis, Primary Education Sub-sector*

Ministry of Education, Science & Technology / GTZ, 2009. *Capacity Gap Analysis, Secondary Education Sub-sector*