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Malawi Education Assessment Activity Report



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Submitted by:



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ACRONYMS

AC	Assistant Coordinator
ADC	Area Development Committee
AEC	Area Executive Committee
AIR	American Institutes for Research
ART	Antiretroviral Therapy
BLPM	Beginning Literacy Program of Malawi
CBCCC	Community Based Child Care Center
CBE	Complementary Basic Education
CBO	Community-Based Organization
CDA	Community Development Assistant
CDSS	Community Day Secondary School
CIDA	Canadian International Development Agency
CPD	Continuing Professional Development
CPEA	Coordinating Primary Education Advisor
CRECCOM	Creative Centre for Community Mobilization
CSO	Civil Society Organization
DA	District Assembly
DAC	District Assembly Coordinator
DC	District Coordinator
DDP	District Development Plan
DEC	District Executive Committee
DED	Deutscher Entwicklungsdienst
DEM	District Education Manager
DEP	District Education Plan
DFID	Department for International Development (UK)
DSSP	Direct Support to Schools Program
DTED	Department of Teacher Education and Development
EMAS	Education Methods and Advisory Services
EMIS	Education Management Information System
FBO	Faith-Based Organization
GoM	Government of Malawi
GRE	Gross Enrollment Rate
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Development)
HT	Head Teacher
IGO	Intergovernmental Organization
INSET	In-Service Teacher Training
IPTE	In-Service Training
IRI	Interactive Radio Instruction
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt für Wiederaufbau
LSE	Life Skills Education
M&E	Monitoring and Evaluation
MBC	Malawi Broadcasting Corporation

MBTL	Malawi Breakthrough to Literacy
MIE	Malawi Institute of Education
MLG	Multi-Level Governance
MoEST	Ministry of Education, Science and Technology
MoEVT	Ministry of Education and Vocational Training
MOF	Ministry of Finance
MOU	Memorandum of Understanding
MSCE	Malawi School Certificate of Education
MTTA	Malawi Teacher Training Activity
NAC	National AIDS Commission
NDP	National Decentralization Policy
NESP	National Education Sector Plan
NFE	Nonformal Education
NGO	Nongovernmental Organization
ODL	Open and Distance Learning
OI	Opportunistic Infection
OVC	Orphans and Vulnerable Children
PCAR	Primary Curriculum and Assessment Reform
PEA	Primary Education Advisor
PSSP-SFP	Primary School Support Program: A School Fees Pilot
PTA	Parent-Teacher Association
PVO	Private Voluntary Organization
SIP	School Incentive Packages
SMC	School Management Committee
STI	Sexually Transmitted Infection
SWAP	Sector Wide Approach
T'LIPO	Teachers Living Positively (with HIV/AIDS)
TALULAR	Teaching and Learning using Locally Available Resources
TDC	Teacher Development Centre
TPD	Teacher Professional Development
TT	Teacher Training
TTC	Teacher Training Colleges
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VCT	Voluntary Counseling and Testing
VDC	Village Development Committee
VSO	Volunteer in Service Overseas
WFP	World Food Programme
WV	World Vision
ZINFA	Zonal In-Service Facilitators
ZOC	Zonal Coordinator

EXECUTIVE SUMMARY

Introduction

The scope of this U.S. Agency for International Development (USAID)/Malawi-supported assessment of Malawi's basic education system has considerably broadened. The assessment's initial purpose of examining the current programming and its response to key needs in the sector has expanded; now, it provides information and recommendations to further inform the education programming of Malawi's Ministry of Education, Science and Technology (MoEST) and its partners, which has yielded key priorities for the short and medium term. The assessment focused on the three following principal topics, which will also be considered in the context of the National Education Sector Plan (NESP) and ongoing MoEST and partner activities and programs in the sector: (1) teacher professional development, (2) HIV/AIDS education, and (3) decentralization and the Education Management Information System (EMIS). These principal topics encompass the following supplemental topics: (1) civil society, (2) gender (addressed within the principal topics), and (3) school environment.

To complete the assessment, the Macro International Inc. (Macro) and the Centre for Educational Research and Training team conducted a 4-week, multiphase activity consisting of (1) initial consultation with the MoEST, USAID, and other key sector partners to review sector and project plans and reports; (2) in-depth consultations with education officials, teachers, students, and School Management Committee/Parent-Teacher Association (SMC/PTA) members in five districts representing USAID and non-USAID-supported schools and communities in the following northern, central, and southern regions (Rumphi, Dowa, Mchinji, Mangochi, and Phalombe); and (3) follow-up consultations with MoEST and education partners, including a dissemination workshop to review draft findings and recommendations. The principal findings and priority recommendation are presented below.

Principal Findings

Malawi has seen dramatic enrollment gains in all levels of education, but especially in primary school as a response to the 1990 and 2000 Education for All commitments and subsequent initiatives by MoEST and its donor and nongovernmental organization/private voluntary organization (NGO/PVO) partners. The current enrollments in primary school stand at 3,307,000, up by nearly 10 percent since 2000 and by 136 percent since 1990.

These dramatic enrollment increases have filled classrooms and schools to overflowing levels and outstripped the educational system's ability to serve *each and every* pupil, thus affecting the quality of education to which each pupil has access. Not surprisingly, extreme school and teacher overloads in primary education

are most striking in rural and more remote schools, because many teachers are reluctant to move to those areas and they are not encouraged to do.

It is still relevant to MoEST to improve access to primary school, as there are still children who do not enroll in school, enroll at an advanced age, or drop out at early standards. However, the already high pupil-teacher (*p:t*) ratios in some districts, particularly of many schools within those districts, have created a significant challenge to achieving access to a *high-quality* education for all.

Teacher Professional Development

There is high attrition of primary school teachers through death, retirement, resignation, and transfers.

There has been a significant under-production of pre-service primary school teachers in comparison with the accrued demand for teachers. Plans articulated by the NESP and supported by donor partners to increase the capacity of pre-service training of teachers are expected to “catch up” with the demand for teachers in the next 5 years.

The need for more primary school teachers for the classrooms *within* the next 5 years is still very high. It can benefit from innovative programs to retain qualified teachers, upgrade trainee teachers, and attract volunteer teachers.

There are high levels of teacher discontent over housing, salary levels, benefits, and the lack of advancement opportunity.

The Primary Curriculum and Assessment Reform (PCAR), with the exception of the complex and burdensome continuous assessment process and the under-supply of readers and manuals, is regarded mostly well by teachers. The interactive radio instruction (IRI) that supports PCAR implementation in the classroom is also regarded well by both teachers and pupils both.

HIV/AIDS and Education

The overall high rate of HIV/AIDS suggests it is a significant contributor to the deaths of teachers (600-800) each year. HIV/AIDS-related illness also is considered a significant factor for the teachers’ irregular attendance.

Given the severe shortage of primary school teachers, it is critical to keep HIV-positive teachers healthy and in the classroom. Support for HIV-positive teachers is uneven, with most districts providing no support. The new organization, Teachers Living Positively (T’LIPO), is providing psychosocial support and encouraging local activism for counseling, care, and treatment. Empowerment trainings have helped T’LIPO groups obtain small grants. Transport to antiretroviral therapy (ART) sites

and medical costs for opportunistic infections are problematic for teachers, especially for those in remote rural schools where they are most needed.

Approximately 14 percent (455,171) of primary school children are orphans and vulnerable children (OVC), half of whom are estimated to be AIDS orphans. Wide disparities are evident from school to school in the levels of local community support for OVC: In some districts (Rumphi, Dowa), small NGOs and faith-based organizations were providing basic support (feeding, orphanages, school equipment), whereas in other areas (Mangochi), few if any OVC services were evident. School feeding programs were considered particularly effective for keeping OVC (and girls) healthy and in school, as were mother's groups and active SMC support.

The amount and quality of life skills education (LSE) instruction varied widely from school to school. Contributions to effective LSE include community mobilization; participation of HIV-positive teachers in HIV awareness, counseling, and referrals activities (T'LIPO, Stepping Stones); and active AIDS-focused extracurricular activities (AIDS Toto Clubs, Youth Alert). Since LSE is not a subject that can be examined tangibly, teacher discomfort discussing sex, the lack of instructional materials at many schools, and the lack of widespread interest and support for the topic in many communities inhibit its effectiveness.

Decentralization and EMIS

Since decentralization has yet to be fully devolved, there currently exists a dual system whereby the District Assembly (DA) and the district education manager (DEM) are working in parallel to implement the education programs. Although it seems a transitional rather than a permanent issue, the lack of clarity on an accountability mechanism has led to conflicts of interest between the implementation and governance functions and to reporting to more than one authority.

Some DAs have been able to generate resources locally and through their direct contact with the development partners and local NGO/PVO partners. Schools have also made significant gains by developing proposals for school improvement and receiving funds from donors through the DA. However, the pattern of support is inconsistent and irregular.

The poor supply of textbooks and curricular materials has been a central factor in the poor-quality education in Malawi. One contributing factor to this situation is that textbooks and other curricular materials are printed elsewhere, causing delays in procurement. Additional delays in distribution through the district offices have resulted in many pupils receiving textbooks halfway through the school year.

Decentralized EMIS districts are doing well in data collection and reporting with computerized systems available for data entry and producing education statistics at

the district level. The current challenge for EMIS quality is at the data source (school data) rather than with the system design. Currently, the original data that feeds into EMIS formats (and all other formats) are not systematically collected, stored, or reported from school to school, and arbitrary definitions and decisions may be made from school to school when recording data on report forms.

School Environment

The availability of teachers' housing, on or near the school grounds, appears directly related to the regular presence of the teachers, which is the principal input to high-quality education. Sanitary and safe school grounds were articulated as important to the overall attractiveness of the school, especially for girls. Classroom and furniture were seen as very desirable, but less essential to quality when compared with teachers' regular presence and sanitary and safe conditions.

Priority Recommendations

The following recommendations stem from the assessment:

1. Support NESP plans for increasing capacity of teacher training colleges (TTCs) and instituting open and distance learning (ODL) modality for pre-service training. ODL modular design and costs may be drawn from the IRI project.
2. Support trainee teacher upgrades through ODL, as detailed in the NESP.
3. Encourage retention and recruitment of Volunteer Teachers (for the next 5 years), especially for Standards 1 and 2, using ODL for training and support and the use of small grant supplements for schools/communities with excessive *p:t* ratios. Grants should be based on the SMC proposal with a clear plan for supervision by a qualified teacher.
4. Expand HIV/AIDS prevention and support through the provision of ART and food/salary supplements for HIV-positive teachers, thus strengthening T'LIPO, and include HIV/AIDS prevention and support training in the TTC and Continued Professional Development curricula.
5. Support the construction/renovation of teachers' housing to keep the teachers near the schools, at low cost.
6. Provide hardship stipend for rural posts, as detailed in the NESP, with priority to extreme *p:t* ratio schools. Termly payments should be contingent on the minimum number of days present at school.
7. Encourage teachers to transfer from rural to urban schools contingent on funded positions available at urban schools; enforce the bonding of TTC graduates to

teach in rural schools; pay primary school teachers' salaries contingent on teaching at primary schools.

8. Continue to support PCAR In-Service Teacher Trainings as detailed in the NESP; also continue to support IRI.
9. Develop career advancement/ladder scheme (within primary education), linking pre-service credentials to completion of in-service training for career or incremental salary steps; use EMIS at district level to track teachers' training.
10. Support creation and/or effective distribution of Teaching-Learning Materials to all classes; monitor full and timely distribution from district offices to schools; support widespread adoption of Teaching and Learning using Locally Available Resources, as modeled by Primary School Support Program.
11. Build capacities of DEM and DA for planning and decisionmaking for teacher allocation, support, and supervision, using EMIS data.
12. Ensure provision of a consolidated school register containing all school-related information.
13. Support district-level training, by civil society organizations (Civil Society Organizations (CSOs) such as the Creative Centre for Community Mobilization, developed in consultation with the Ministry of Local Government (MLG) and MoEST, to build capacity among local education partners (SMC/PTAs, Head Teachers (HTs), DEM, DA, and CSOs) to assess, plan, and act on key issues; training should utilize local data and available funds (e.g., DSS).
14. Encourage double shifts to reduce high-volume classes, especially in Standards 1 and 2, with appropriate incentives for teachers for increased workloads, to be initiated in schools with extreme pupil/classroom ratios, and given priority after support for teachers' housing and before building new classroom blocks.
15. Build or repair latrines at each school—boys separate from girls—to be sanitary and safe; build or repair water sources—bore holes or piped water—at each school to keep school feeding and latrines sanitary.
16. Continue support for expanded school feeding programs as detailed in the NESP.
17. Construct new classrooms in schools with high pupil/classroom ratios and where sufficient teacher housing is established.
18. Support HIV/AIDS clubs for youth, including training and support for teachers, parents and students, to encourage positive individual and group action and behavior change.

19. Provide furniture (construction or purchase) to facilitate learning within classroom, where sufficient teachers, classrooms, and sanitary conditions are present.

INTRODUCTION

This basic education assessment was supported by the U.S. Agency for International Development (USAID)/Malawi, initially borne out of the need to examine current programming and its response to key needs in the sector. The assessment was broadened to provide information and recommendations to further inform Malawi's Ministry of Education, Science and Technology (MoEST) and its partners' education programming, specifically drawing out key priorities for the short to medium term. The scope of the assessment was focused on three principal topics and three supplemental topics, to be considered in the context of the National Education Sector Plan (NESP) and ongoing MoEST and partner activities and programs in the sector. The principal topics for the assessment were (1) teacher professional development (TPD), (2) HIV/AIDS education, and (3) decentralization and the Education Management Information System (EMIS). The supplemental topics were (1) school environment/extracurricular activities, (2) civil society, and (3) gender. An additional benefit expected of the assessment was the opportunity to garner views and perspectives from both education stakeholders and end-users in the country, to see how much they mirrored and articulated problems and possible solutions.

To accomplish the assessment, the Macro and the Centre for Educational Research and Training team conducted a multiphase activity. The first phase, which lasted 1 week, included consultation with the MoEST, USAID, and other key sector partners; review of sector and project plans and reports; initiation of a "mapping" exercise with USAID and partners to graphically represent program and geographic coverage of education support programs; and development of guides for data collection in selected districts and schools.

A second, 2-week phase was dedicated to in-depth consultations in five districts representing USAID and non-USAID-supported schools and communities in the northern, central, and southern regions. The district selections were based on consultation with USAID and MoEST to identify districts that also represented a range of distance from the center, demographics, and perceived partner and nongovernmental organization (NGO) support activity. The districts selected for consultation were Rumphu, Dowa, Mchinji, Mangochi, and Phalombe. Malawi institutional representatives and project representatives also were consulted in Zomba, Blantyre, and Lilongwe.

The consultations in each district included interviews with representatives of the District Assemblies and Education Offices and, at a rural and urban school within each district, consultations with the head teacher, 4 to 6 teachers, 2 to 4 School Management Committee/Parent-Teacher Association (SMC/PTA) members, and groups of 10 to 15 pupils, and included at least two classroom observations. These consultations at the local level provided information and insight into the current

conditions of primary schooling and educators' experiences with educational support programs and activities.

A third, 1-week phase was focused on developing a collective perspective on education priorities and program assistance. The Assessment Team analyzed the field interviews and observations in conjunction with data derived from documents and key informant interviews to generate findings, draw conclusions, and draft recommendations regarding MoEST priorities and current and potential USAID and other donor program support. Implications for prioritizing support programming in education were drawn, based on the NESP, current conditions in primary schools, and the portfolio of support programs supported by donor and NGO/private voluntary organization (NGO/PVO) partners.

Summaries of the draft findings, conclusions, and recommendations and the implications for program priorities were presented at a dissemination workshop convened by MoEST and supported by USAID, with broad participation by Ministry, institutional, and donor partner representatives. The team presented their overall results to the group in a plenary session, followed by working group discussions of each of the three principal assessment topics. The results of the working groups were presented at a concluding plenary session and have been incorporated into this report.

This report is presented in five sections. Following the Introduction, which includes an overview of the education sector, *Section 1* is focused on Teacher Professional Development, *Section 2* on HIV/AIDS, *Section 3* on Decentralization (including EMIS), *Section 4* on School Environment, and *Section 5* on Suggested Priorities for Education Support Programming. Additional supplemental topics, civil society (NGO, faith-based organization [FBO], civil society organization [CSO] participation) and gender are addressed in the context of the principal topics. The sections include mapping of partner activities in support of these areas.

Overview of Education

The current estimated population of Malawi is nearly 12 million, with an estimated growth rate of 3.3 percent. The literacy rates are nearly 61 percent nationally, over 90 percent in urban areas, but under 60 percent in the largely rural areas (MoEST EMIS). The school-age population for the primary standards is estimated to be 2,857,643. The gross enrollment rate (GRE) is stated as 116 percent and the net enrollment rate is stated to be 100 percent. These data come from the 2007 EMIS data. While it is acknowledged that MoEST's EMIS data face challenges (described below), especially in using age-related data for the lower standards, it is reasonable to conclude that (a) not all school-age children are enrolled in school, and (b) the multiyear enrollment data and the current gross enrollment data demonstrate a major surge in pupil participation in primary schooling.

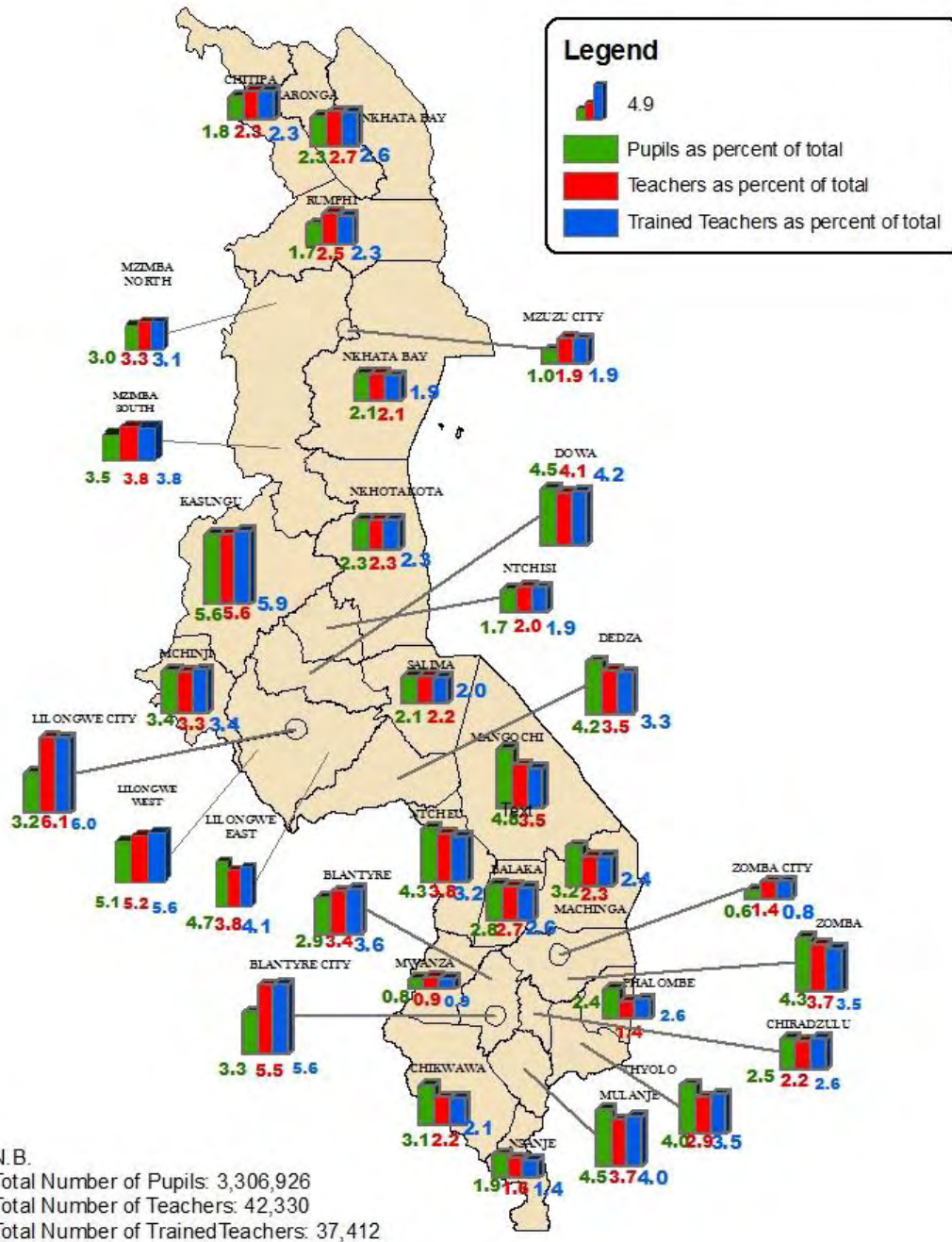
The 2007 enrollment in secondary education is 210, 325, which implies a GRE of 17 percent. These students attend 1,049 schools nationally, over half of which are community day secondary schools (CDSSs) (308 approved and 267 not approved). Seven colleges enroll 6,458 students nationally. An additional 4,807 are enrolled in Technical and Vocational Education (MoEST EMIS, 2007).

Malawi has seen dramatic gains in all levels of education, but especially in primary school enrollments as a response to the 1990 and 2000 Education for All commitments and subsequent initiatives by the Ministry of Education and its donor and NGO/PVO partners. The current enrollments in primary school stand at 3,307,000, up by nearly 10 percent since 2000 and by 136 percent since 1990.

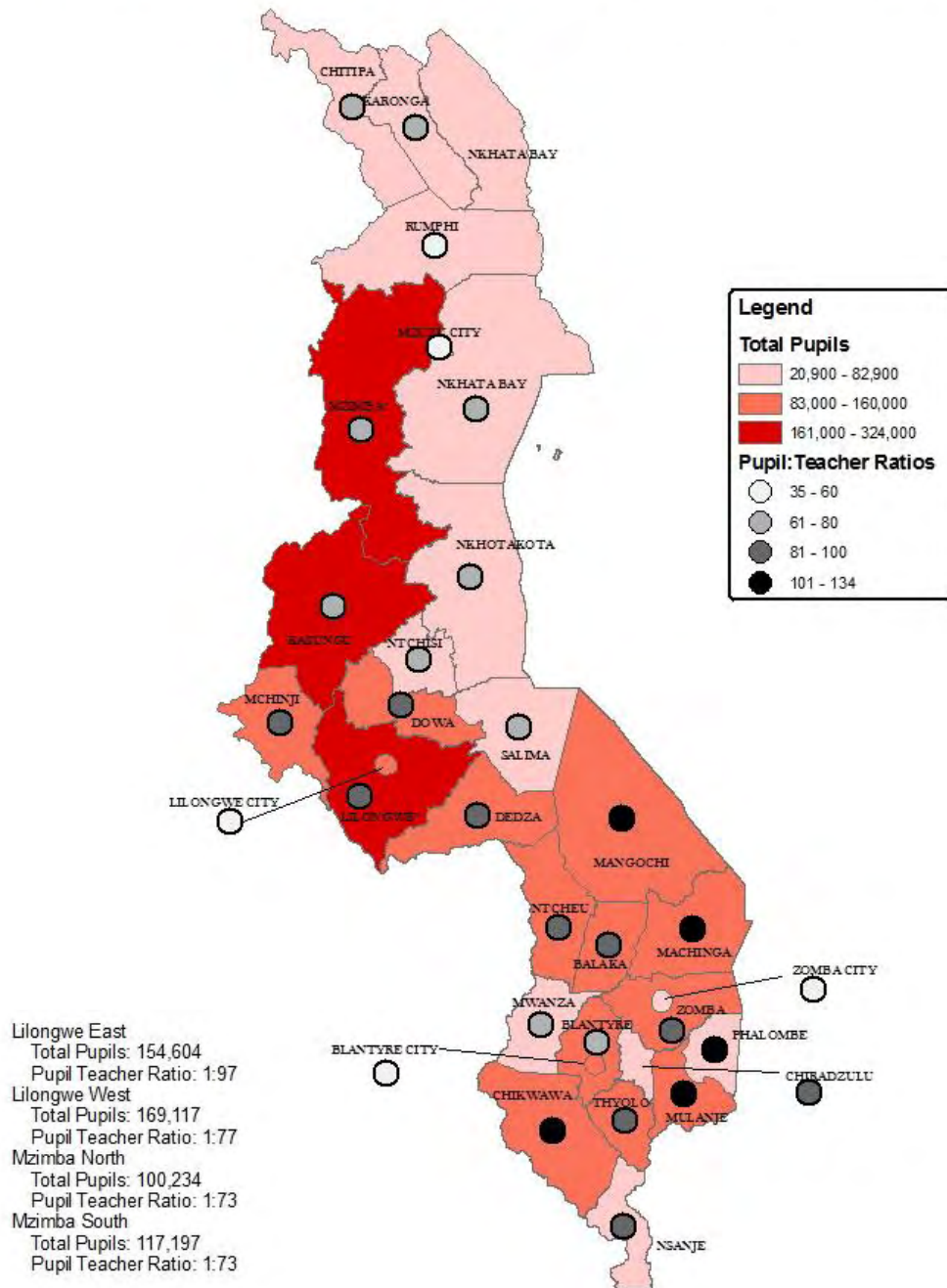
These dramatic enrollment increases have filled classrooms and schools to overflowing levels and outstripped the system's ability to serve *each and every* pupil, affecting the quality of education to which each pupil has access. Not surprisingly, extreme school and teacher overloads in primary education are most striking in rural and more remote schools, because many teachers lack interest to move to those areas.

The first map that follows shows the pupil enrollments and the supply of teachers for each district as a percentage of the national figure for each category. For example, Rumphi District has 1.7 percent of the primary pupil population, but has 2.5 percent of the primary school teachers (2.3 percent of the qualified teachers), whereas Mangochi has 4.8 percent of the nation's primary school pupils with only 3.5 percent of the teachers. Not surprisingly, Lilongwe City has only 3.2 percent of the pupils and yet has attracted 6.1 percent of the teachers (and 6.0 percent of the qualified teachers).

Malawi: Pupils and Teachers by District



Malawi: Total Pupils and Pupil:Teacher Ratios



The second map illustrates the density of the pupil populations in each district and the pupil-to-teacher ($p:t$) ratios. Using the same districts as examples, Rumphi has a fairly low pupil density and a relatively favorable $p:t$ ratio. Mangochi has a moderate pupil density and an unfavorable $p:t$ ratio. Lilongwe City also has a moderate pupil density and a favorable $p:t$ ratio.

Improving access to primary school is still relevant to MoEST, as there are still children who do not enroll in school, enroll at an advanced age, or who drop out early. However, the already high $p:t$ ratios in some districts and in many schools within those districts have created a significant challenge to achieving access to a *quality* education for all. This is particularly the case for rural schools and in the lower standards where the highest $p:t$ ratios are exhibited.

This interplay between access and quality is well known. As enrollments exceed the capacity of a classroom or teacher—well over 200:1 pupil/teacher ratios in some cases—the results may be expected to include the following:

- Fewer pupils have access to regular interaction with the teacher.
- Fewer pupils benefit from innovative interactive teaching methods.
- Fewer pupils learn and master the basics.
- More children repeat grades, further crowding the classes and teachers.
- More children lose interest and drop out of school.

The areas of study for this assessment, while not squarely within the theme of *access*, are affected by access and, in turn, have an effect on access. This interplay between access and quality will be revisited in *Section V* in the context of implications for prioritizing education support programming.

SECTION 1. TEACHER PROFESSIONAL DEVELOPMENT

1.1 Background

In this report, the term TPD refers to both pre-service training of new teachers and all professional training after the original certification. Currently in Malawi, MoEST estimates that the country now has an accrued gap of 12,000 teachers, resulting primarily from a constriction in pre-service training. Most recently, the primary school teacher training colleges collectively have produced 2,000 graduates per year and will turn out about 2,500 for the current academic year, 2007-2008. With an annual loss of 2,000 qualified teachers, the pre-service system was just managing to keep pace with the loss. If all other numbers remain the same, the NESP's projection of a 4,000 annual pre-service output by 2012 will add substantially more new teachers to offset the annual losses. However, it will still take several years for the accrued gap of 12,000 teachers to disappear. And, even if there were no accrued gap, the teacher supply would still only allow the relatively high pupil/teacher ratio of 60:1. The need for a lower *p:t* ratio—and more teachers—would remain.

Attrition of Teachers from the System. The attrition has several causes. One of the biggest factors is death, which claims the lives of roughly 700 teachers yearly; AIDS-related illnesses is suspected of being one of the chief causes of death. Another factor is retirement. Finally, there is a failure to retain teachers because of (1) voluntary transfers of teachers from rural to urban schools—especially of female teachers—because of the lack of safe and adequate housing, the desire to be near their spouse, and the lack of basic amenities; (2) employment as teachers in CDSSs;¹ (3) admission to the Domasi College of Education for training as secondary school teachers; (4) non-teaching employment in the education system; and (5) departure to another profession.

1.2 Effects of Teacher Shortage on Academics

Access Versus Quality. Nationally, Malawi's initial primary school enrollment is growing at a rate of 5 percent a year. This fact, coupled with the marginal gain of teachers, imposes a sizeable burden on the education system, which is very visible at the school level. It is reasonable to assume that large increases in class sizes negatively affect the quality of instruction. Large classes pose a significant challenge to the fulfillment of active engagement, thus lowering the overall quality of instruction. Most parents in rural areas are persuaded that the value of a school education justifies enrolling their children in school at age 6. However, the bargain they accept only applies if the quality of the schooling their children receive compensates for the opportunity cost of not engaging the children in other beneficial activities. If the perceived quality of schooling falls, parents may withdraw their children after a few years—usually at Standard 4—when the calculus begins to favor more traditional options. For the female students, who are often more affected than the male students, this usually means early arranged marriages to older men.

Teacher Responses to High Pupil/Teacher Ratios. The extraordinarily high pupil/teacher ratios typical in Malawi's rural primary schools are matched by the extraordinary ability of Malawian primary school teachers to manage such large numbers of students in a very basic way. In all of the eight schools in the study, teachers conducted instruction despite the overflowing classes. In the infant standards, pupils were seated on floors in extremely close proximity, but they did not disrupt the teachers' instructional activities. Such an orderly classroom is attributed to the cultural norms of respect for authority still widespread in Malawi.

Classroom order, however, did not guarantee learning. For instance, inattentive or tuned-out pupils were readily apparent. When questioned, teachers acknowledged that because some students lacked adequate individual attention, they were not mastering the skills taught.

Teachers have been influenced by the introduction of participatory methods and were regularly observed using group methods. The large size of the groups (often, as many as 15 students or more), however, mostly produced a range of individual work, inattention, and focused activity by a few bright students on preparing the group report to the class.

Gender Inequity. Despite noticeable progress in meeting the female students' special needs and in reducing unfairness in the system, male students are still more likely than female students to have reached secondary school.¹ Only 16 percent of the female students had attended secondary school, while 26 percent of the male students had done so. In primary schools, female students still appeared to suffer some observable, discriminatory classroom behavior and conditions. Many teachers of both sexes continue to allow female students to sit at the periphery of classes, and some still call mostly on male students to answer questions. In higher standards, some teachers do not mix the sexes in group assignments or in class seating, which is encouraged by the curriculum, to break up the cliques that reinforce sexual stereotypes. Finally, some schools lack the separate sanitation facilities that provide female students with the level of privacy that helps support them in school through the upper standards.

Varying School Performance under Similar Conditions. Interestingly, not all observed schools coped well with the same general conditions of understaffing and poor school and housing infrastructure. Despite large school numbers and, sometimes, a lack of outside assistance, some schools managed to attract a sufficient number of teachers to reduce class sizes—perhaps not to the MoEST's minimum target of 60:1 pupil/teacher ratio—but to levels that allow somewhat more normal conditions for instruction. This seemed to be the result of exemplary school leadership or of a particularly positive school-community relationship. In other cases, this more favorable staffing and/or school performance arose from a school

¹ MEASURE DHS. 2004. *Malawi Demographic and Health Survey*. Calverton, MD: Macro International Inc.

location that persuaded female teachers to stay because of safe and good-quality housing as well as basic social amenities, or the contributions of a school proprietor, such as a church, in upgrading the school infrastructure.

1.3 Changes in the Conditions of Service and Support of Primary School Teachers

The “Flattening” of Teacher Career Ladders. Until the later 1980s, teachers could advance in their education careers in terms of grade level, job title, salary level, and status. The advancement pattern consisted of different teacher grade levels and, to the extent possible, promotion to head teacher, school inspector (now, coordinating primary education advisor [CPEA]), clerical positions, and district education officer. While relatively few individuals could reach the higher positions, the possibility of rising in the ranks assured most teachers that teaching indeed facilitated upward mobility in the system.

Two developments altered this pathway. First, MoEST phased out the Junior Certificate of Education as an entry qualification for teacher training, which inevitably compressed the grade levels of teachers to reflect the phase-out of lower qualifications for incoming teachers. Additionally, the number of teachers at the T2 grade began to decline, slowing the progression of T2 teachers to PT1 grade in recent years. Moreover, veteran teachers with many years of experience became discouraged when incoming primary school teacher graduates were hired at similar salary levels as them. Second, the academic qualifications for the top education position at the district level, the district education manager (DEM), were raised to a bachelor’s degree, which in turn exclude virtually all primary school teachers. The creation of additional primary education advisor (PEA) positions has partially mitigated the glass ceiling effect, but these changes essentially foreclosed advancement beyond the position of PEA and CPEA and posit primary school teaching as a “dead-end” position. With the perception of advancement in the primary school service as truncated and of salaries as inadequate, a secondary school teaching position has, for many teachers, replaced the DEM position as the new career goal.

A remaining option, with the removal of the DEM position as viable employment mobility for primary school teachers, is the position of desk officer. With the qualifications for the DEM position raised to a bachelor’s degree, most incumbents were found to have little knowledge of primary school education. This eventually required hiring another district staff person to compensate for lack of primary school teaching experience among DEMs. The education establishment, thus, obtained another position that entailed no direct contact with, or support to, teachers.

The Slow Decline of the Old In-service Training (INSET) System. In the more elite education system that existed before free primary school education, teachers could avail themselves of periodic opportunities to gain additional subject

knowledge and new teaching methods. This training was delivered at district events by former district inspectors, and/or other specialists drawn from the numerous teacher training institutions at that time. The acknowledgment that inspection had focused too much on the formalities of the teaching function—proof of lesson planning, consistency of recordkeeping of attendance, etc.—prompted a new emphasis on teacher supervision rather than inspection. The need to deliver the support more regularly to teachers led to the creation of zonal-located PEAs, equipped with motorcycles, and teacher development centres (TDCs), where teachers are encouraged to experiment with new methods and learn more subject-specific knowledge. The inspection function now falls under the jurisdiction of the district CPEA and differs from the supervision visits to schools.

For many teachers, this system has worked as planned in creating a relationship between PEAs, TDCs, and teachers to improve instruction. For many others, the motivation and efforts to improve has been strained by the perceived lack of upward mobility and the personal cost of travel.

1.4 The Current Decentralized CPD System

As in other countries, continued professional development (CPD) in Malawi means the full array of continuing training provisions and human resource structures, including career ladders and other reward systems for enhanced teaching and professional ability. Thus, continuous professional development implies access to periodic training events and possible advancement and remuneration for the teachers' documented improvement of their teaching ability or their participation in CPD courses.

Attempts to Buttress Support of Teachers. In recent years, MoEST has sought ways to deal with the sporadic nature of CPD and of mixed teacher attendance at CPD events. A program known as the Malawi Schools Support System Program was intended to offer credits to teachers who complete the short CPD courses. Accrual of a certain number of course credits resulted in an upgrade along with a salary increase. Since the expenses of traveling to TDCs or district headquarters for the courses discouraged many teachers from attending, the participants received money—allowances—to cover travel costs and lunch expenses at the training site.

Unfortunately, government funds to complete the courses never materialized. Even with financial support from MoEST's donor partners, this scheme proved too costly to sustain and was subsequently dropped. However, many teachers had become conditioned to expect such allowances as perks for attending workshops—thus fostering the problematic “allowance mentality” of many primary school teachers. The continued division of zones into subzones with fewer schools had the advantage of reducing the PEA's supervision load, and presumably allowing more frequent visits. This advantage was undercut, however, by the fact that many new PEAs were not trained, did not receive motorcycles, and had no TDC constructed and supplied with materials.

In view of the financial constraints of staging formal CPD events at the zone or district level, MoEST opted for a school-based system as the first line of teacher support. This was congruent with the devolution of educational authority that was expected under decentralization. This system was also envisioned as the best mechanism for working out the teething problems of the Primary Curriculum and Assessment Reform (PCAR). Indeed, given PCAR's importance, the skills and knowledge needed to successfully implement it would be the prime focus of CPD for the next few years.

Strengths of the Current CPD System

According to officials of the Education Methods and Advisory Services (EMAS), the goal is to create self-evaluating schools. With encouragement to review their own performance and share skills among themselves, teachers could improve their performance without a system of frequent and expensive formal CPD courses. Skill and knowledge needs would still be diagnosed, but schools would be expected to tap their resources within before receiving external assistance.

With PCAR's presence dominating the teachers' attention for the next few years, there is reason to think that their in-service training needs will revolve around making its implementation successful. A few of the schools visited did engage in demonstrating lessons taught by the more experienced members of the teaching staff. One teacher, who was also an assistant PEA in Rumphi District, described a model lesson she had demonstrated for her school colleagues. In zones where the notion of school clusters (3 or 4 nearby schools) has taken root, teachers from those schools are being encouraged to meet periodically on Saturdays and school holidays to discuss issues. It is likely that the many challenges inherent to implementing PCAR will be amenable to such staff demonstration, information sharing and mentoring processes within and between closely spaced schools.

Ultimately, progress in improving instruction will require exposure to external trainers on such areas as subject knowledge, continuous assessment, group-based instruction, and class management. According to some MoEST officials, formal CPD events will be planned only after specific skill and knowledge deficiencies are identified informally within schools and school clusters. The more formal trainings will be held at either the TDCs or at the district level, drawing on the skills of PEAs, CPEAs, and available lecturers from teacher training colleges (TTCs) or the Malawi Institute of Education (MIE).

The presumed advantages of a decentralized CPD system are that it (1) allows recipients to identify their own in-service needs, thereby owning the process; (2) saved resources by staging formal events, with external trainers and resource materials, and only when in-service needs are clearly articulated; and (3) built capacity at the district and school levels. This model forces the formal sessions to focus on the most immediate needs and frees up PEAs to focus on school visits. If

everything works as designed, teachers adopt a positive mindset for instructional improvement and feel empowered to control their own professional development.

Weaknesses of the Current CPD System

A decentralized CPD system presents several potential pitfalls. One is the motivation of teachers to improve their teaching using primarily the resources around them. For the most part, teachers display a remarkable dedication to their work despite the obviously difficult circumstances in which they teach. One teacher even stated, "I wish to die as a primary teacher." However, several respondents confirmed the more prevalent state of teacher morale; as one district official commented, "Many teachers *are* interested in doing things differently. But most are not motivated." Teachers compare themselves unfavorably with other civil servants in other ministries, such as agriculture and health. One teacher said, "We have a small salary, and the housing and welfare of the teacher are not good. Government must look into it. The conditions are just bad. This is a disgrace." Another teacher saw this disparity as arising from both education and salary levels. "At TTCs, we only got a certificate, while the agricultural people get diplomas for the same training. People with diplomas earn higher salaries."

A few teachers spoke of PEAs who were still imbued with the role of ensuring compliance with the outward trappings of good teaching. As one said:

The PEA used to give immediate feedback which was helpful. But somehow or somewhere, if the PEA criticizes or shouts at you, you get demoralized. Once a teacher is afraid, he will always be writing schemes [lesson plans] but it doesn't give good teaching. The emphasis on keeping records can encourage teachers just to put down anything. Maybe he'll not even have covered some topics. It has to do with the way the PEA comes on: as an inspector rather than as advisor.

Obviously, unclear distinctions between the support and inspection roles can undermine teachers' abilities to prioritize correctly.

The overcrowded classroom conditions mentioned earlier can overwhelm even determined efforts to introduce new teaching methods or locally made instructional materials. Also, the links between schools, clusters, zones, and districts are weak in terms of coordinating a staff development program. Teachers may diligently discuss their challenges locally, but will officials, who control resources, hear their concerns and respond effectively?

Finally, a weakness of the current CPD system in particular and of the entire educational establishment in general may be the substantial amount of time spent off task. PEAs and district education officials are regularly diverted from their core duties for any number of requests, ranging from serving as data collectors for research studies to attending workshops and conferences. However, this drain on

time affects both the school level below and the central level above. Instructional progress is adversely affected by teachers' absence and tardiness as well as by regular student absences for family needs and events. Similarly, senior MoEST officials attending workshops and conferences also detracts time needed at their levels. Many external events contribute to educational development, but justifications for diversions from core time might benefit from consideration of less intrusive involvement of educational stakeholders and whether other available human resources—for example, recent Malawi School Certificate of Education (MSCE) graduates, retired teachers, and others from the community—might perform some of these tasks equally well.

1.5 PCAR and Its Effects on Instructional Quality and Teacher Behavior

The PCAR, an ambitious undertaking, has become the central focus of all primary education departments. Development and rollout of the curriculum over several years has required, and will continue to require, careful coordination of many functions at all levels of the education establishment. PCAR combines a new local language literacy model, continuous assessment, and a child-centered instructional approach. Much of its content is adapted from the previous curriculum. Under PCAR's progressive development, students and teachers in some standards are successively introduced to the new curriculum, even as the curricular modules and materials for other standards are written, revised, printed, and delivered.

Teacher reaction to PCAR

Among the teachers of classes that were implementing PCAR—Standards 1, 2, 5, and 6—respondents expressed both positive and negative opinions about different aspects of the initiative. Among the positive reactions, some teachers praised PCAR's design, in which the content was characterized as “very nice” and “just right for students,” and that PCAR “has a good vision.” Others said that PCAR “is going well,” that “some of the lessons, including math, are good,” and that PCAR “is good because the teachers and learners are involved together.” As one Standard 5 teacher said, “The new PCAR curriculum is good because the way the books are written is more understandable to students. Only science is difficult. But, little by little, the curriculum is getting science teaching better.” At least one teacher reported that when class sizes permit smaller groupings, his students learn faster from each other.

Other aspects of PCAR drew critical responses. In terms of design, most Standard 1 and 2 teachers expressed reservations about the Chichewa literacy approach. Their concerns centered on the whole-word methods of its Malawi Breakthrough to Literacy (MBTL) model. Teachers were already detecting a lag in learning Chichewa words without first mastering the component syllables through phonics. According to a World Bank early literacy expert, lack of phonics can negatively affect an

otherwise good model such as “Breakthrough to Literacy,” which was designed for teaching English but may require modification for teaching other languages first.²

A second feature that received explicit criticism was PCAR’s system of continuous assessment. Teachers acknowledged that the concept of regular assessment helped them to evaluate overall student progress and single out students who are having particular difficulties. The main problems are teachers’ understanding of what constitutes valid and reliable observations of learning and the requirement to make regular (daily or weekly) assessments of each student’s performance at the same time they are teaching. The team observed some teachers who were trying to honor this expectation by walking around the classroom as they taught, asking the students questions, and recording whether the students had correctly answered. Other teachers admitted to conducting such assessments more expeditiously or less frequently and in the manner they saw fit. Many teachers also criticized PCAR for forcing them to handwrite the large numbers of evaluation criteria in their register books, which were considered too small to contain all the assessment criteria and ratings.

Other concerns had to do with the implementation of PCAR. There were no learner books and teacher guides for most Standard 6 subjects and, often, insufficient learner books and teacher manuals for Standard 5. MoEST was well aware of the delay and was expected to distribute the books promptly to schools when they arrived from overseas printers. Nearly all teachers rated the 5-day PCAR orientation as inadequate and, sometimes, inconsistent between districts.

The follow-up CPD received equally pointed criticism. As discussed earlier, MoEST expected teachers to provide support and solve PCAR implementation problems among themselves. For some teachers, such sharing of experiences was insufficient. The once-a-term visit of PEAs to the school was simply too infrequent to be of real value. However, it is not clear whether the inadequacy resides in the infrequency of PEA’s visits or in their capacity to render helpful assistance.

1.6 International Donor Assistance to Education in Malawi: Contributions and Challenges

Time limitations prevented this study from consulting all international donors regarding their assistance to Malawi’s primary education. The following are the organizations (and their contributions) for which data were made available.

U.S. Agency for International Development. USAID’s Education portfolio in Malawi responds to priority areas of need in the education sector as articulated by MoEST. Its programs have evolved from initial efforts to help mitigate the effects of Free Primary Education in the 1990s. USAID Education sector support has focused on helping to improve the quality of education and address equity issues. At the

² Private conversation with Helen Abadzi, World Bank language learning scholar.

policy level, USAID has supported HIV/AIDS policy and planning (strategy development), provided technical assistance to strengthen EMIS and capacity at central and decentralized levels, and informed the development of the CPD model to be used under PCAR. Professional Development efforts have included testing innovative and relevant teacher training models, building and reinforcing teachers' skills through decentralized in-service teacher training opportunities and content and the introduction of Interactive Radio Instruction (IRI), most recently in support of and as a complement to PCAR. USAID also provides support to literacy and life skills curriculum development and implementation at in primary and TTC level and promotes the role and ability of communities to mobilize and manage resources for educational improvements, in support of and complementing the DSS. Also in communities, USAID support has provided initiatives to mitigate the impact of HIV and AIDS, including OVCs, and help establish scholarship (bursary) packages for primary school girls and boys. USAID has also supported Higher Education programs in the United States for Malawian education personnel at various levels.

Current USAID/Malawi portfolio programs include the Malawi Teacher Training Activity (MTTA), the Primary School Support Program (PSSP), an Education Sector Policy, EMIS Support Activity and Tikwere/IRI PCAR Radio Support, as well as a Bachelor's of Arts in Education activity. USAID partners with various international and local organizations. While previous USG assistance through USAID included budgetary support through non-project assistance (NPA), current assistance is channeled through project activities. All assistance will continue to adhere and respond to the agreed upon GoM NESP and its priorities and be aligned within the upcoming SWAP.

More detailed information on these programs is presented in Appendix 4.

Other U.S. Government Contributions to Education. In addition to the above activities supported directly through USAID/Malawi's education portfolio, there are several other important USG contributions to the quality of Malawi's basic education. Additional USAID assistance to the education sector includes the USAID-Washington-supported Teachers for Africa (TFA) program in five educational institutions, the nationwide Ambassador Girls' Scholarship Program (AGSP), and the Safe Schools Program (SSP). Other USG support in Education includes support to CDSSs in Math and Science through U.S. Peace Corps, an ILO-IPEC regional program funded by U.S. Department of Labor to prevent, withdraw, and rehabilitate children engaged in hazardous work in the commercial agriculture sector in East Africa and a U.S. Department of Agriculture/World Food Programme (WFP) expanded school feeding project.

The Department for International Development. DFID is the largest bilateral donor partner supporting Malawian primary education. Its programs center on the improvement of primary-level literacy and numeracy, seeking to increase primary school completion rates—particularly for girls. Much of DFID's efforts now revolve

around the development of the NESP. Most DFID support to Malawi is provided in the form of Direct Budget Support, although it also provides programmatic support.

One of the major DFID program areas is the funding of the CPD system, including (1) training of thousands of PEAs and head teachers; (2) the provision of textbooks and supplementary readers, (3) school construction, (4) support to the previously mentioned INSET program, whereby teachers receive allowances for travel to training sites; and (5) sponsorship of Voluntary Service Overseas (VSOs) volunteers (similar to the U.S. Peace Corps) to assist PEAs and TTCs. DFID is one of a group of DPs who are contributing to PCAR development. Together with DANIDA, it has supported the development of a national strategy for community participation in primary school management. DFID is also topping off an original \$200 per school from the World Bank with funding schools use to operationalize their School Improvement Plans (SIPs) under the Direct Support to Schools (DSS) Initiative. In addition, DFID has increased capacity for pre-service teacher training, primarily through use of distance education. Like other major donors, DFID mixes pooled and project funding in primary education. Some of its partners include Cooperative for Assistance and Relief Everywhere, Inc. (CARE), the Canadian International Development Agency (CIDA), the United Nations Children's Fund (UNICEF), and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).

German Aid. The German government provides significant technical assistance to Malawi primary education through its development organizations responsible for technical cooperation (GTZ, InWent, and Deutscher Entwicklungsdienst or DED) and for financial cooperation, Kreditanstalt für Wiederaufbau (KfW). German Cooperation is supporting Teacher Education and Development, PCAR, Complementary Basic Education, Sustainable School feeding, as well as support to Decentralization through the Ministry of Local Government and Rural Development, GTZ is responsible for coordinating the German support to the education sector through the various organizations; it represents the German support in the Donor Group and in cooperation with the ministry.

Parts of the support of GTZ pertain to the development and implementation of the new approach Initial Primary Teacher Education (IPTE), with a 1-year theoretical training of teacher students at the TTCs and a 1-year practical training in selected primary schools. At the same time, KfW is supporting the rehabilitation and expansion of the TTCs, DED is supporting the management structures and processes of the TTCs, and InWent is providing training for lecturers of the TTCs in learner-centered pedagogy. The improvement of the IT, technical, library, and laboratory equipment of the TTCs is supported through co-funding of CIDA. GTZ also provides support to the implementation of Ministry of Education and NAC HIV/AIDS strategy and policy at the TTCs, which includes technical and financial support to HIV and AIDS interventions at TTCs, a peer education program "Mzake ndi Mzake" ("friend to friend"), a 5-year project with British Council and Theatre for a Change on Drama and HIV/AIDS, a counseling program, the financing of workplace program trainings, as well as supporting InWent's online courses on "Teaching and the HIV/AIDS

Pandemic.” DED is helping to operationalize the “Conceptual Framework for Mainstreaming HIV/AIDS”(NAC, 2006) at the five public and three private TTCs and providing support to HIV/AIDS strategies and policies in close cooperation with DTED and GTZ.

For children who never attended school or who dropped out of school, GTZ is supporting the setup of a nationwide complementary basic education system, with learning centers at the district level. To reduce the dropout rate and absenteeism because of malnutrition, GTZ is supporting the School Health and Nutrition Programme through a local school feeding scheme and sustainable nutrition education.

The development and rollout of the PCAR curriculum promoting a new learner-centered approach and implementing new teaching and learning materials was supported by GTZ. In the future, this will be covered by the contribution of KfW to a pooled funding for the implementation of the NESP.

The Canadian International Development Agency (CIDA). CIDA supports basic education through basket funding, technical support to the central MoEST, and gender equity. CIDA has stipulated a condition for its funding of pre-service teacher education—that 30 percent of the enrollees be females. Furthermore, CIDA is also supporting a gender equity initiative through its Gender Equity Support Program. CIDA has supplied instructional materials, information, and computer technology to TTCs and is providing books for TTC libraries.

UNICEF. UNICEF spreads its relatively small budget for Malawi over three ministries. A major part of its education support has gone to constructing school blocks in uncovered areas, using a standardized design. UNICEF has undertaken a variety of activities with limited geographic coverage, including the provision of workbooks to families, of instructional materials to schools, and of training to SMCs. Its child-centered model has served as the focus for advocacy of PCAR to the public. UNICEF officials indicated their interest in supporting the Education Management Information System (EMIS) and in building more housing for teachers.

UNICEF has two major focus areas within the education sector. The first, working closely with the MoEST, focuses on the Child Friendly School approach. This five-pronged vision of a high-quality education integrates academic effectiveness; inclusiveness; community, child, and parent involvement; gender sensitivity and safety; protection; and health promotion. UNICEF thus supports the construction of school blocks and water and sanitation facilities; the provision of teaching and learning materials and furniture; policy planning, the NESP, and SWAP; the Girls Education Movement; the monitoring and improvement of learner achievement; and the provision of advocacy for the new curriculum. The second focus area involves working closely with the Ministry of Youth, focusing on HIV/AIDS education, both in and out of school. UNICEF supports the Ministry of Education in this area also, with extensive support to Life Skills and the system of Guidance and Counseling.

The Japan International Cooperation Agency (JICA). JICA began its cooperation with the education sector through the dispatch of a Mathematics and Science Teacher in 1974. Since then, JICA has contributed volunteers in several sub-sectors and fields such as primary, tertiary, and vocational schools, providing expertise in Department of Planning at Ministry of Education Headquarters, assisting in the nationwide program on Strengthening of Mathematics and Science in Secondary Education (SMASSE) through an In-Service Training Program and volunteers. Since 2000, JICA has also supported the District Education Plan Institutionalization Program (DEPIP) through formulation of the framework and implementation of 34 District Education Plans as part of the National Decentralization effort and in line with PIF and NESP.

JICA has also provided support to infrastructure programs, such as construction of the Domasi College of Education. Future plans in collaboration with MoEST include the construction of another training institution and upgrading Community Day Secondary Schools (CDSSs) into fully functional Conventional Secondary Schools.

An overview of partner-assisted programs and projects is illustrated in the following figure, and an inventory of partner-assisted activities is presented in Appendix 4. Additional detail on USAID-funded projects is presented in Appendix 5.

Overall Assessment of Donor Funding

Good Results Versus High Costs. In terms of USAID's programs, the effectiveness of MTTA's interventions is evident in the significant improvements demonstrated by teachers on pre- and posttests administered to assess content knowledge. In a recent evaluation conducted by the project's monitoring and evaluation (M&E) department, students in schools supported by MTTA demonstrated higher levels of mastery than the baseline in math, science, and English.³ In addition, a progressively higher percentage of teachers used participatory methods in teaching during the project period. A recently released pupil assessment by PSSP demonstrated similarly positive pupil learning effects, compared with baselines and control schools, for Chichewa literacy, math, and English in Standard 6.

The project results, however, must be viewed in the context of their confined geographic coverage. Although per-unit costs are yet to be calculated for this study, the sheer number of activities and human resources mobilized in the targeted schools suggest the intensive nature of their programmatic interventions. In the opinion of many MoEST officials and outside observers, the cost of replicating such intensive interventions *as a whole package* nationwide is prohibitive, and selected cost-effective components of these models need to be identified for replication.

³ 2007 Annual Report, MTTA, January 31, 2008.

Staff members of both projects recognize this fact but emphasize the low- or no-cost aspects of their programs. While the zonal-situated ZINFAs are certified teachers and ZOCs are paid project staff, the mobile troupers, cluster mentoring teachers and Mobilization Corps members are volunteers, whose efforts are, for the most part, not financially supported. For this reason, such innovations, despite their parallel structure, have attracted the attention of some MoEST officials for possible application. Indeed, MoEST has recently approached MTTA staff about collaborating on an initiative for improving school-community relationships.

Lack of Coordination. One of the strongest challenges facing donor-funded projects is their frequent lack of coordination within the MoEST's structures and initiatives. Cases of schools being built as one-off projects, without teacher housing, abound. Some schools are built by smaller NGOs that have separate funding sources based on particular philosophies or beneficiary groups. In addition to school blocks without teacher houses, the lack of separate toilet facilities for female students represents another area where better coordination—among donors and between donors and the MoEST—could help mitigate a serious and continuing barrier to girls' school enrolment and attendance.

In addition to standalone projects, donors and NGOs sometimes spend resources on duplicate systems. One such activity might be PSSP's BLPM, which seeks to strengthen early local language literacy acquisition. Despite the positive results of learners on pre- and post-intervention Chichewa language tests, the BLPM, according to project officials, is an add-on to the current PCAR literacy curriculum, which cannot be replaced. BLPM requires pupils and teachers to remain at school 1 hour longer than the normal school day of the lower primary level—a problematic feature for many parents and teachers. Also, at least one assistant PEA mentioned the mild confusion experienced by a few teachers who noticed design differences between the BLPM and the MBTL.

It is true that the BLPM was designed and instituted before PCAR had settled on the "Breakthrough to Literacy" model. Furthermore, an early analysis of PCAR by PSSP and others correctly revealed gaps in teaching early literacy (e.g., limited vocabulary and phonics; very limited to no phonemic awareness, comprehension, and fluency). The BLPM curriculum defined explicit learning outcomes that contain the building blocks of literacy: print concepts; phonics, phonemic awareness, vocabulary, comprehension and fluency. While BLPM does add a desirable phonics component that is missing from the PCAR approach, PCAR's weakness would benefit most from diagnosis and correction of deficiencies within the curriculum rather than from an external patch.

1.7 The Response of MoEST to Education Challenges

Enhancing Pre-Service Training Capacity and Efficiency

As acute as the gap is between demand and supply, the outlook for improved pre-service capacity may not be as bleak as suggested by recent history. The addition of non-boarding day students to some TTCs has allowed total enrollment to increase during this academic year. The output of the existing five TTCs has been inching upwards with the donor-funded expansions of dorm and classroom space. The expected output will rise to 3,500 with completions of all renovations later this year. More promising, the Spanish development agency DAP is planning to build six small TT colleges in rural areas by 2013. Its goal is to have a college in every education region of Malawi by 2013. This plan rests on the belief that graduates of a rural TTC will intrinsically prefer to teach in the rural areas where they grew up. With a planned enrollment of 120, the 6 TTCs would produce an additional 720 teachers per year.

Malawi - Education Sector Partners Teacher Professional Development Activities

Nationwide Activities

- AfDB: Teacher Development
- CIDA: Procurement, Teachers' Training, Curriculum Reform, Gender Equity
- DFID: Teacher Trainer Training, Curriculum Reform (incl. Textbooks), CPD Program via VSO, Direct Support to Schools
- GTZ: Complementary Basic Education in Malawi, TPD, PCAR, School Feeding
- KFW: Primary Education Phase
- JICA: JOC Volunteers
- UNICEF: Child Friendly Schools, In-service training of teachers, Rehabilitation/construction of school blocks, Life Skills Education, ECD, MLA.
- USAID: Interactive Radio Instruction (Primary), School Feeding Program, BA Degree Program, Construction of Primary Teachers Training College (Shire Highlands)
- Peace Corps Volunteers: Secondary Education Teaching and Teacher Training.
- WB: Teacher Capacity Development



District Specific Activities

USAID

- Basic Education Degree Activity (Domasi College of Education, Zomba)
- Advanced Degree Activity (Chancellor College, Zomba)
- Information Communication Education Technology Activity (Mzuzu University)
- MTTA (Kasungu, Machinga, Mzimba South, Phalombe)
- Primary School Support Program (Dowa)
- Safe Schools Program (Machinga)

JICA

- Teacher Training – Secondary (South Eastern Division)

The MoEST has also improved the efficiency of the primary training program. The current initial pre-service education lasts 2 years. Called the IPTE and dubbed the “one + one” program, it integrates the residential and distance models of training. The first year consists of an intensive academic program at the college, and the second year is spent practice-teaching in a primary school. Supervision comes from college tutors and monitors, who have been trained and have received motorcycles from German Aid. This program seems to turn out graduates who have sufficient content and pedagogical knowledge and a lengthy experience in real schools.

Despite these positive developments, the accrued teacher gap cannot soon be closed with fully qualified teachers, especially with regularly growing enrollments. In view of this, the World Bank’s support for one new TTC was mystifying to MoEST’s officials. According to one senior MoEST official, the World Bank seemed to refer to criteria that deemphasized the severity of the teacher shortage. The Bank may be responding to criteria other than compensating for the long-term underproduction of primary school teachers. Notwithstanding, the accrued teacher gap will force the MoEST to consider alternatives to conventional teacher training—options that must address concerns of teacher quality.

Alternatives to Formal Pre-Service Training

One such alternative that has been used before is the engagement of untrained individuals who are academically qualified with the MSCE. “Trainee teachers” were first used as sole class teachers with the introduction of FPE. Called Newly Recruited Temporary Teachers, they came into the system through a program that consisted of a 3-week training session before being placed and integrated into the distance and residential model. In both cases, trainees were expected to pursue training to fully qualify them within a designated period of time. However, neither of these programs solved the need for teachers.

The MoEST is, once again, considering the employment of some 4,000 trainee teachers. The MoEST hopes to avoid past problems of unassisted undertrained teachers leading large classes by (1) reengaging retired teachers and (2) better preparing existing classroom teachers to mentor new recruits under the supervision of PEAs. Their orientation would last just 2 to 3 weeks and would require learning materials to guide them on the job. Recognizing that these trainees would eventually require full qualification to continue teaching, MoEST has charged the Department of Teacher Education and Development (DTED) and MIE with the task of developing a hybrid residential and distance education program through the Malawi College of Distance Learning.

The question of whether trainee teachers get their own classes is paramount. The teachers taking responsibility for their own classes would directly mitigate the high pupil/teacher ratios, thereby creating risks for unfavorable comparison with qualified teachers and the possibility of outright resistance by parents, should they detect significant inferiority in the quality of teaching. Assigning the trainees as

assistants to existing teachers' classes would relieve those teachers of some administrative and class managerial burdens while the trainees gain experience. Nonetheless, this option may result irresponsible teachers exploiting of trainee teachers by using them to cover for their own absences or unprofessional behavior.

The success of the venture will rest on existing teachers' willingness and capacity to accept and provide genuine support to trainees. MoEST intends to counter possible resentment by setting trainee teachers' salaries at lower levels until they are fully qualified. However, past experience has shown that trainee teachers quickly expect salary parity with other teachers, arguing that they performed the same work and had the same academic qualifications. Also, paying lower salaries is not possible when rehiring retired teachers, since their salaries are set at their last existing public service grade. From the perspective of civil service slots, the return of higher graded teachers might impede the progress of raising a larger number of younger, qualified teachers to higher grade levels.

The new demands on the existing CPD structure raise the following questions, among others: Can the already heavily burdened PEAs, in addition to supporting the effective implementation of PCAR, deliver sufficient support to prevent trainee teachers from floundering? In the case of MoEST, will the relatively fine role distinctions between the EMAS, which assumed the task of managing the previous inflow of trainee teachers, and will the DTED, which oversees the more conventional CPD, allow for adequate central management of this initiative? Finally, will the infusion of new teachers with less than full qualifications impose such a time burden on existing teachers that their own class instruction is adversely affected?

Recognition of Volunteer Teachers

The term "volunteer teachers" applies to those untrained individuals who, because of their relatively higher education levels, are designated by local communities (usually in an underserved rural area) to teach in either a public or community-sponsored school. Their salaries are no more than modest stipends generated locally. Although there are relatively many such teachers, they are not recognized by the GoM and cannot receive any government-funded services or benefits.

Volunteer teachers are not without their avid supporters. In most cases, they help plug an educational gap to which the government has not been able to respond. Their positive acceptance by their communities, of course, contrasts with the well-known public skepticism of deploying untrained teachers into schools. The difference appears to be that volunteer teachers are quite clearly accountable to the community bodies that engaged them.

Some Malawian educational officials and scholars favor official recognition of volunteer teachers. They regard such a policy change as a sensible realization that these teachers exist, whether they are liked or not by the government. Support for volunteer teachers, either in the form of training, materials, or support, would

depend on eventual budget resources and political capital in the affected areas. Any government action could stipulate that recognition does not guarantee government support but is intended to bestow legitimacy to such teachers and their employers.

Changes to the CPD Support System

The weak CPD links between schools, clusters, zones, and districts has spurred MoEST to deliberate about possible remedies. Recognizing MTTA cluster mentoring teachers, MoEST is considering the creation of a new layer of cluster-level staff CPD advisers. These staff would relieve the PEAs and assistant PEAs of part of their burden and, assuming the provision of motorcycles, would increase the frequency of school visits by a capable adviser. Adding these staff to the system would entail siphoning teachers from teaching positions and imposing an additional budget line for the already salary-dominant MoEST budget. But, given the importance of making PCAR a success and easing the potential quality issues raised by the introduction of trainee teachers, MoEST may have little choice but to create a financially supported cluster-level layer of supervisors.

Even a greatly constrained provision of formal in-service training courses at the zone or district level would require the financial support of teachers' travel and meals. Thus, the terminated travel allowance program, largely funded by DFID, may be reconsidered for a more circumscribed program. Again, any reintroduction would likely require donor assistance.

Reinstitution of a Career Ladder

Again, MoEST officials are well aware of the absence of advancement opportunities within the primary education division and are considering corrective steps. In light of the experience of other Southern African countries, such steps would most likely take the form of an accreditation system for accrued participation in in-service training experiences. A recent DFID consultant put forth the following five ways for such professional enhancement to be recognized: through appraisal of a teacher's specific needs; agreed-upon accreditation; salary increase; basis for promotion; or award.⁴ One problem under the current CPD system is how to quantify and certify professional enhancement gained through in-school processes. So far, few solutions have been offered to this problem.

One promising idea is the introduction of a new advanced certificate for primary education. Since the MSCE is rapidly becoming universal for all primary school teachers, both aspiring and veteran teachers need new qualification goals that create incentives for them to remain motivated—preferably a professional qualification. The same DFID consultant proposed a possible progressive structure

⁴ Vivien C. 2007. *Preliminary Report of Consultancy to Support DTED in the Development of a Systematic Approach to the Management of the Continuing Professional Development of Primary School Teachers*. July, pp. 27-28.

for primary school teachers, moving from a basic primary teaching certificate to an advanced certificate and possibly culminating into a future degree in primary education. Each level of advancement would be associated with the required qualifications for different positions, ranging from teacher to phase leader, head teacher, PEA, and above. It is very likely that distance learning provision will play a large part in any plan to create new tiers of teacher advancement.

While not actively on the Ministry's agenda, a proposal to reward meritorious teaching performance is noteworthy. The Association of Christian Educators in Malawi with support from Action Aid and GTZ is planning such a pilot in the three most rural districts of Malawi. It plans to identify teachers who, according to their peers, community members, and PEAs, have excelled by their teaching performance and the integrity of their personal behavior. These individuals will be rewarded with a bicycle, fertilizer, new clothing, and sets of learning materials, thereby responding to the crucial areas of need of transportation, food security, and instructional effectiveness. While raising sustainability issues, this pilot is worth monitoring for possible wider application as a teacher improvement incentive.

Re-emphasizing inspection

MoEST is also considering a return to an emphasis on inspection within districts. Given the clamor for school accountability, inspection is seen as a way to both assuage the public and reaffirm the importance of high quality. It is certainly possible to reorient the CPD system toward inspections, simply by increasing their frequency. With only one inspector—the Coordinating PEA—in each district, inspection would require the participation of PEAs. In theory, PEAs perform team inspections with CPEAs but with strict demarcations between their supervisory role, which help them form collegial relationships, and the inspection role, which is innately a policing function. Any increase in the latter function will likely reduce the teachers' trust of PEAs as collaborators in their improvement efforts.

1.8 Possible Future Roles of Donors

NESP as the Guide

According to a donor official, the emerging NESP will provide a sufficiently explicit framework to facilitate coordinated donor educational assistance. NESP lays out the specific tasks and functions of Malawi's educational improvement program. Development partners can identify pieces of various sizes to which they can contribute through a SWAP funding mechanism. Since the partners have been actively involved in the development of the NESP, there is every reason to think that they will find many areas where they can contribute their specialized experience.

Adoption and Adaptation of Tested Innovations

Many donor staff and MoEST officials agree that there are ample and proven innovations that the system might adopt. Indeed, MoEST recently indicated its interest in pulling together for analysis the various innovative practices and structures already tested by the donor partners and NGOs. Such innovations include zonal support staff to assist PEAs, cluster mentoring teachers, mobile teacher training troupers, materials teacher content knowledge, and interactive radio programming. Access to the supporting research data would also be useful. This MoEST interest presents an opportunity for donors, their implementing contractors, and NGOs to shape these innovations into workable options for the existing education establishment—especially for a much wider geographic coverage.

Harmonization of Donor Activities

Partner officials agree on the importance of coordinating their assistance programs, which, according to many respondents, does not always happen. Several partner representatives have noted that much of the problem stems from home office mandates for specific types of interventions; for example, construction versus teacher training, versus increasing access for specific populations. This, along with the statutory laws on funding mechanisms, can drive disparate funding modalities and project designs.

The deliberative and participatory development of the NESP has rendered such parallel assistance structures less defensible and sustainable in the Malawi context. Many of these donor-sponsored activities impose on the dedicated time of critical elements, such as PEAs, CPEAs, and DEMs. While no organization's "borrowing" of these officials represents an unacceptable burden, their cumulative effect can detract from the system's effectiveness. Fortunately, donors expressed confidence in the capacity of the SWAP funding mechanism to ease this problem.

1.9 Recommendations

MoEST

1. Strongly support planned increases in pre-service primary school teacher training capacity, as articulated in the NESP.
2. Strongly consider a salary "top-off" for primary school teachers, particularly in rural schools.
3. Reduce teacher attrition from primary schools through suspension of teacher transfers from rural to urban schools, suspension of acceptance of applications by primary school teachers to Domasi Secondary TTC, suspension of acceptance of primary school teachers as CDSS teachers, and enforcement of the current bonding of TTC graduates to teach in rural schools.

4. Strongly advocate donor partners and NGOs to construct and renovate teachers' houses, particularly in rural schools and when the construction of school blocks is planned.
5. Consider meritorious teaching performance awards, especially to rural teachers.
6. Develop a new career ladder for primary school teachers, correlated with new advanced professional training, such as an advanced certificate of education and a diploma course.
7. Revoke the current practice of charging salary costs to the primary division when primary school teachers assume teaching positions in CDSSs.
8. Strengthen the CPD links between schools, school clusters, zones, and districts by adopting proven teacher support models of cluster mentor teachers and using retired teachers as mobile TT "troupers" for teacher support; by suspending additional zonal subdivisions without full resources; and by surveying PEAs on the extent of their training needs.
9. Strengthen the CPD link between pre-service training and teaching service by introducing CPD structure and personnel, including PEAs, into the primary TTC curriculum.
10. Increase the Engagement of trainee teachers and (support of) volunteer teachers if government recognizes the existence of volunteer teachers, adequate support by existing teachers and PEAs is assured, teaching qualification courses are completed by trainee teachers within an acceptable period, appropriate assignments are free of exploitation of trainee teachers, and there is an absence of harm to the classes of existing teachers while trainees are mentored.
11. Examine the advisability of modifying PCAR's continuous assessment system, local language literacy approach, and orientation program to address concerns of teachers.
12. Introduce a workplace HIV/AIDS education program for teachers.

USAID and Other Donor Partners

13. Reconfigure education assistance from intensive and geographically limited project-based programs to apply already proven teacher training and monitoring models and teaching materials to support MoEST's major priority areas and initiatives nationwide.
14. Expand funding to such areas as construction and renovation of teacher housing and separate toilet facilities for female students; provision of electrical power to all TDCs; review/modification of PCAR design features as necessary; nationwide

training of untrained PEAs; development and training of staff so they can earn a proposed advanced certificate of education and diploma program for primary school teachers; comparative evaluation of the performance of trainee and qualified teachers; development of interactive radio programming for additional standards in alignment with PCAR; support for the proposed distance education program for alternatively qualifying trainee teachers; support of school-community mobilization efforts operated by local NGOs.

SECTION 2. HIV/AIDS EDUCATION

2.1 Background

The AIDS crisis has had a devastating effect on the Malawian people. Since 1985, 640,000 people are estimated to have died from AIDS, and an estimated 12 percent of the population is currently infected with HIV. As of 2005, 550,000 children under 17 have lost one or both parents to HIV. Malawian schools have also been hard hit by the epidemic. Roughly 14 percent (455,171) of children aged 6-14 are classified OVC. Although the GoM counts all children who have lost either one or both parents, regardless of cause of death, as OVC, it is estimated that more than half of these children are AIDS orphans. Teachers also are suffering the effects of HIV/AIDS, in that a significant number of them have died or are living with the virus. Given the severe shortage of qualified teachers and the massive problem of overcrowded classrooms, the loss of teachers from AIDS has had a serious deleterious effect on the Malawian educational system.

Since HIV/AIDS is a cross-cutting issue, governmental policy, funding, and support comes from a number of governmental agencies, including the National AIDS Commission (NAC), MoEST, the Ministry of Youth and Sports, and the Ministry of Women and Child Development. Many of these agencies have instituted programs in support of HIV/AIDS prevention and care.

NAC provides the overarching national leadership and coordination for the response to HIV and AIDS. It also provides advocacy, status and progress monitoring, collaboration with other Ministries to facilitate information dissemination, and development of guidelines for program coordination. NAC reported implementing a range of activities, including prevention and behavioral change through community mobilization, increasing access to VCT services, and programs to reduce mother-to-child HIV transmission. Other activities include prioritizing research on HIV and AIDS, mainstreaming HIV and AIDS in the workplace, and providing treatment for people living with HIV and AIDS.

The Commission is further establishing a coordinating unit within MoEST to oversee HIV and AIDS issues in schools. The topic of HIV and AIDS is incorporated in the life skills curriculum. The Commission is also managing a Social Cash Transfer scheme intended to provide monetary support to families with OVC, child-headed families, and elderly-headed families to buy necessities for daily sustenance as well as materials for school.

A multitude of responses from national, international, and community-based organizations, ranging from large donor partners (USAID, DFID, CIDA, UNICEF, GTZ), international PVOs/NGOs (Save the Children, ActionAid), FBOs (World Vision, Pentecostal Assembly of God), and private groups (Twilight Foundation, Gift of the Givers) have mobilized to address the AIDS crisis within the context of Malawian education. These programs vary in scope, from national to district-specific, and span

a wide range of HIV/AIDS-related activities, from feeding programs for OVC to youth radio clubs and small grant programs for teachers with HIV. Given the large number of such programs, we have concentrated on describing those education programs that feature AIDS as a primary element.

HIV/AIDS is integrated in the educational system through four main areas: LSE, support for OVC, support for HIV-infected teachers, and nonformal education (NFE). These modalities will be reviewed, as well as issues related to complementarities and gaps in services, funding differentials, and interagency coordination.

2.2 Life Skills Education

The cornerstone of school-based HIV/AIDS awareness and prevention is LSE, which has been included in the national primary and secondary school curricula as both a standalone subject and as a topic integrated into other subjects, such as biology, social studies, home economics, and religious studies. LSE, developed by UNICEF (levels 1-4), and by the United Nations Population Fund and MIE (levels 5-8 and forms 1-4) provides age-appropriate lessons on HIV/AIDS, sexually transmitted infections (STIs), malaria, self-esteem, and other topics designed to strengthen pupils' physiological and psychological well-being. Textbooks for each level have been developed and published, and in-service teacher training on the LSE curriculum has been widely carried out in all districts by the MIE, with the support of UNICEF and of CIDA, DFID, JICA, and GTZ through SWAP. In addition, pre-service trainings on LSE have been instituted at many public and private teaching colleges. For example, the USAID-funded MTTA has trained nearly 5,000 student teachers in LSE and 41 life skills lecturers in TTCs in four districts. Also, LSE is being fortified with additional learning materials supplied by UNICEF. The life skills curriculum, training, and materials obtained from UNICEF represent a positive step toward increasing HIV/AIDS awareness and reducing HIV risk behaviors among primary school pupils. Since the life skills curriculum is taught during all 8 years of primary school, the lessons are reinforcing, consistent, and age-appropriate. Three major factors seemed positively associated with successful LSE teaching: community involvement and support; the participation of HIV-positive teachers in HIV awareness, counseling, and referrals; and the presence of *active* AIDS-focused extracurricular activities, such as AIDS Toto Clubs (UNICEF) and Youth Alert (ActionAid).

Community Involvement and Support

Community support for LSE appears to have a substantial positive effect on the quality of teaching. In Dowa, for example, PSSP implemented several training sessions targeted to the PTAs and SMCs. As a result, these groups supported HIV/AIDS education. At one school in Mangochi, the local chief was invited to an LSE class to talk to the pupils about proper morals and behavior. In Dowa and Mangochi, Teachers Living Positively (T'LIPO)—a national advocacy and self-help group of HIV-infected teachers—members provided HIV counseling and referrals to students

and teachers. The active participation of T'LIPO members in LSE appears to have helped reduce stigma and discrimination associated with HIV.

An important aspect of LSE is the establishment of linkages between the schools and community HIV clinical and counseling services for students and teachers. However, none of the schools we visited had such referral systems in place.

LSE Curriculum, Textbooks, and Manuals

Regarding the LSE curriculum and textbooks, a comparison between the LSE teaching syllabus and Standard 5 textbooks showed a satisfactory alignment of teacher training and pupil lessons on HIV/AIDS. This underscores the importance of teacher training and manuals. Without them, teachers may have difficulty explaining key concepts and clarifying information in the students' textbooks. However, an examination of the Standard 5 pupils' textbooks showed that the lesson on HIV/AIDS and STIs was confusing: There was little discussion about the differences in transmission between HIV/AIDS and STIs; the use of the term "HIV and AIDS" may lead some pupils to think the two are not linked. These issues could be easily resolved if teachers were trained and equipped with manuals.

Most of the schools visited lacked LSE textbooks and teaching manuals. While all schools had at least some textbooks, most did not have an adequate supply, and some levels had none. The lack of textbooks at the school sites appears related to distribution problems from the MoEST Supplies Unit to the schools, usually through the DEM. However, there were two observed cases where SMCs reported being charged Malawi Kwacha (Mk) 5,000 for textbook delivery, which may reflect uncertainty in the decentralization policy regarding revenue generation or cost sharing. LSE teachers' manuals were even scarcer at the schools. The low number of LSE teaching manuals at the school sites was attributed to the belief among teachers that the manuals, given out during trainings, are the teachers' personal property. Instead of giving them to the schools, teachers tend to keep and take the manuals with them if they transfer schools.

Barriers to Effective LSE Teaching

Other factors, however, may have interfered with the successful teaching of LSE in the schools such as the apparent inconsistency of the teaching quality, which—from our observations and field interviews—varied widely from school to school. The amount and quality of LSE instruction ranged from schools with vibrant programs with enthusiastic teachers to schools where teachers described LSE as a waste of time. In Dowa and Rumphu, for example, teachers stated that they were giving LSE lessons four to five times a week; whereas, in Phalombe and Mangochi, teachers in Standards 7 and 8 said they were not teaching LSE "because the books were old and outdated." Cultural norms that discourage discussions about sex may have caused some teachers to feel so uncomfortable discussing the topic with their students that

they decided not to cover HIV/AIDS prevention or discuss it in any detail, especially if their own children are in the class.

Another important reason for varying levels of LSE teaching could be that it is not an examinable subject. Teachers may have opted to focus on the subjects that are examinable, such as literacy and numeracy, at the expense of LSE. Although LSE will become examinable this year, the exam will not be mandatory and some teachers and schools may still opt to not examine pupils on the subject.

LSE teacher training is problematic in that it is not clear which teachers have been trained. Because schools are not recording names and providing that information to the districts, some teacher are not trained at all, while others are trained more than once. Further, it is also not clear whether volunteer teachers, who constitute a substantial percentage of teachers in rural schools, are eligible for LSE training.

2.3 Orphans and Vulnerable Children

In Malawi, 26 percent—or more than one in four school children—are classified as OVC. Although the term OVC is applied to all children who have lost one or both parents, it is estimated that the majority of OVC are AIDS-affected. As the term implies, orphans and children with HIV-infected parents are likely to suffer from a host of problems related to poverty, such as malnutrition, dropping out of school, unwanted pregnancy, early marriage and child labor. Because of these economically tenuous circumstances, OVC, especially girls, may also be at elevated risk for contracting HIV. In some areas, girls engage in transactional sex with tobacco traders and fish sellers. Schools serve as an important focal point for OVC support. A host of school-based programs and activities are being implemented to provide food, vocational training, psychosocial services, as well as uniforms and school equipment (pens, pencils, notebooks) to help OVC stay in school and improve their health and well-being. Programs that help OVC stay in school can be a powerful protective factor against early marriage and early sexual debut. During the month-long assessment, we learned of several school-based OVC programs, but because of time constraints we were unable to assess all of them. Instead, the findings below are primarily focused on the programs operating in the districts visited during the assessment.

OVC Funding

Wide disparities in OVC funding and services were observed in the districts visited during the assessment, ranging from comprehensive to minimal. In some districts, such as Dowa and Rumphi, we noted a large number of donors (USAID, GTZ, UNICEF), PVOs/NGOs (AIR, CRECCOM, PSI, VSO), FBOs (World Vision, Pentecostal Assembly of God), and private partners (Twilight Foundation) offering a wide range of programs for OVC. In contrast, in other districts such as Mangochi and Phalombe, we noted few organizations and services.

The uneven clustering of OVC programs throughout the country could be due in part to a lack of coordination among the various donor and implementing agencies, so that there is no clear picture of what groups are operating in which districts and what services are being provided. This is especially true for private foundations and churches, which appear to operate independently of the government and other partners.

Community Support for OVC

Wide disparities exist from school to school in the levels of local community support for OVC. In some districts (Rumphi, Dowa, and Phalombe) small CBOs, FBOs, and PVOs were providing critical basic support (feeding, orphanages, school equipment). In other districts, such as Mangochi, there were few if any OVC services. At some school sites, for example, NGOs have established successful vocational training programs for OVC. In Dowa, for example, PSSP not only provided a sewing machine and tinsmithing tools for an OVC vocational training program at St. Mathias School, but also conducted empowerment trainings with the SMC/PTA. As a result, the SMC was able to leverage that initial donation to obtain a second donation of 12 more sewing machines from the Catholic Church.

Community involvement in school retention seems to be reducing dropout rates in some districts. Mothers' groups (ActionAid) and SMCs have been highly successful at keeping female OVC in school. In Nsanje, for example, ActionAid reported that a mothers' group had tracked and escorted 185 absent girls back to class and kept them from dropping out of school. In Dowa, village headmen convinced parents to allow their daughters to finish school instead of arranging early marriages. In some cases, traditional leaders such as headmen and chiefs have been actively involved in trying to prevent early marriages in their villages. Some chiefs,⁵ however, have been less helpful because they receive a portion of the girls' dowry; so they are unlikely to discourage the practice.

School Feeding Programs

School feeding programs were operating in several, but not all, of the schools visited (PSSP, ActionAid, UNICEF, WFP). The programs, which included all students, can be especially critical for keeping OVC healthy and in school. In Dowa and Phalombe, rotating teams of women volunteers from the PTA prepared and served porridge to every student. However, current feeding programs for OVC and all primary school pupils at some but not all schools have drawbacks; children will transfer from a non-feeding school to a feeding school, thus causing overcrowding problems. This

⁵ In Mangochi, the District Commissioner (DC) narrated a story of a girl who was forced into marriage by her parents. The Member of Parliament (MP) for the area intervened and brought her back to school. However, the community (including chiefs) mobilized to remove the girl from school and sent to her Blantyre to her husbands' relatives.

problem may be solved this year, when the government institutes feeding programs in all primary schools in Malawi.

Cultural and Social Factors affecting OVC

A number of cultural and social factors negatively affect OVC school attendance and retention. Early marriage is a major factor in high dropout rates among girls. However, this practice also negatively affects boys, who also marry early and drop out of school. Boys, especially male OVC, are motivated to marry early, because as married men their social status is raised and they can gain access to land for farming. As a result, boys as young as 13 are dropping out of school, getting married, and having children. Safety is also a concern for girls in the rural districts who must travel long distances to attend schools. In response, the GoM is reportedly building hostels for girls at selected school sites to keep them safe from physical and sexual violence. Although most hostels are for secondary school students, a few have been built for primary school students. In Bunda, girls stay overnight at the hostel during the school week rather than travel daily to school and back over long distances that are often dangerous.

2.4 Support for Teachers with HIV

The AIDS crisis has placed a heavy burden on recruiting teachers, especially in the primary school sector where pupil/teacher ratios often reach 200:1 and above. It is estimated that, of the approximately 500 teacher deaths recorded every year, most are AIDS-related. HIV also is named as a contributing factor to the high teacher absenteeism rate. Given the national infection rate of 12 percent, it is expected that at least one to two teachers at every primary school are HIV-infected. With the increased availability of antiretroviral therapy (ART), HIV-positive teachers now have access to lifesaving treatment that allows them to continue teaching. The NESP emphasizes this concern as follows: “The impact of HIV/AIDS on education staff requires urgent attention. Investments in teacher education and recruitment will continue to be wasted if teachers die after only a few years of service.”⁶

Assistance for HIV-positive teachers has come primarily from the three following sources: the Malawian government, partner-funded projects, PVOs/NGOs such as Save the Children and ActionAid, and T’LIPO.⁷ The GoM is employing two main support mechanisms. First, it is providing monetary supplements or “top-offs” to all HIV-positive civil servants, including teachers who register as being HIV-positive. The monthly top-offs, which amount to about US\$35, is to help recipients pay for food, nutritional supplements, and costs related to ART and treatment of opportunistic infections (OIs). In addition, district- and local-level organizations that assist HIV-positive teachers are eligible for small grants from NAC and MoEST,

⁶ MoEST. 2007. *National Education Sector Plan 2007-2016: A Statement*, 4.

⁷ T’LIPO’s vision is to have a nation with healthy teachers who will live positively in order to effectively contribute to educational development.

which have pledged certain percentages of their budgets (15 and 5 percent, respectively) to fund district- and local-level HIV/AIDS activities, including some programs (small grants and trainings) for HIV-positive teachers. NGO groups (e.g. ActionAid) and projects (e.g., USAID/PSSP) also are providing small grants for such activities as communal gardens and chicken cooperatives to help HIV-positive members augment their diets. They also are supporting advocacy, self-help, and organizational trainings. In addition, Gift of the Givers, a small organization based in South Africa, provided a 3-month supply of free food for HIV-positive teachers. That supply has since ceased. The most noteworthy NGO activity—ActionAid’s Tiwoloke, or the Stepping Stones project—not only helped teachers assess their own risk for HIV with a series of HIV sensitization workshops for teachers and their spouses, but also served as the catalyst for the creation of T’LIPO. Since its initiation in November 2007, T’LIPO has grown rapidly; the group now exists in all 34 districts. Currently, T’LIPO is receiving support from NAC partner-funded programs (PSSP, ActionAid) and national NGOs (MENET, MANASCO, FAWEMA) in the form of small grants, organizational capacity building, and training.

Economic Support for Teachers with HIV

NGO programs promoting HIV prevention and VCT to teachers and spouses (Stepping Stones) and providing small grants for gardens and chicken coops were highly regarded in the local communities. Stepping Stones’ strategy of targeting both teachers and spouses for HIV prevention is especially noteworthy, as is PSSP’s empowerment trainings conducted in Dowa that helped T’LIPO members obtain small grants. T’LIPO members who obtained grants for the coops were enthusiastic; they asked that more opportunities for this kind of assistance be made available.

Of the five districts visited, only one had strong programs in place to support HIV-positive teachers, through PSSP. Overall, support was generally uneven, with most districts providing little or no assistance (Phalombe, Rumphi). In Mangochi, T’LIPO has been able to obtain small grants as well as donations of food and other types of material support to fill in the gaps and remain functioning, but the total amount of support was inadequate.

Though the top-off supplements have reportedly been made to HIV-positive teachers for the last 2 years, none of the seven T’LIPO members interviewed had received it or knew anyone who had received it. However, they all knew of the scheme and asked repeatedly whether the supplements would be forthcoming. One T’LIPO member in Mchinji exclaimed, “Look at us. The salary we are given; we cannot survive!”

T’LIPO

The new organization, T’LIPO is very well regarded among the members interviewed for this assessment. One T’LIPO member in Dowa District said, “T’LIPO is very good. My life has really changed. Before, my life was not happy, but I was

helped with nutrition and positive attitudes; so T'LIPO is very helpful." However, T'LIPO groups in other districts (Phalombe, Mangochi) expressed frustration in their attempts to obtain small grants from DACs and DEMs. A major problem pertains to confusion about how the grant monies are to be awarded and what groups are eligible to apply. One T'LIPO group was bounced back and forth between the DAC and DEM. When members approached the DAC, they were told they should apply for money through the DEM, since they were an education group; and when they appealed to the DEM, they were told to apply for money through the DAC because they were an AIDS group. At least one DEM (Dowa) had withheld grant money because it was waiting for instructions from the national headquarters on how to allocate the funds.⁸

2.5 Funding Differentials and Program Distribution

The topic of funding differentials and program distribution does not neatly fit into any of the above categories, yet they have a profound impact on efforts to raise HIV awareness through LSE and increase services and resources for OVC and HIV-positive teachers. Field visits to districts and schools revealed large differences in the number and range of programs. Both Dowa and Rumphi had a multitude of programs and organizations providing a wide range of support, whereas Mangochi and Phalombe appeared to have far fewer resources. Even within districts, the clustering of programs among the schools appeared uneven and uncoordinated.

Despite reportedly large amounts of government money for HIV/AIDS programming and support, little funding seemed to be available for programming at the local levels in Mangochi and Phalombe districts. One apparent bottleneck hindering the flow of resources from NAC and MoEST, which must allocate a portion of their budgets to local HIV/AIDS programming, occurs at the district level; there, the capacity of the DEMs and DACs has not been demonstrably built up to administer and manage the distribution of small grants to local HIV/AIDS groups. In Phalombe, the DAC addressed the problem of small grants management by engaging World Vision (WV) International to serve as an umbrella organization for the various local AIDS NGOs. In that role, WV trained community-based organizations (CBOs) to write grant proposals, vetted applicants, evaluated proposals, and made funding recommendations.

At the district level, there appeared to be administrative and organizational barriers interfering with the effective harmonization and coordination of efforts among implementing agencies. With respect to the harmonization of HIV/Education programs, a major stumbling block to interagency collaboration was the reportedly cumbersome process of negotiating Memoranda of Understanding (MOUs) between NGOs and MoEST. Another problem was the lack of communication between the districts and implementing agencies. Currently, implementers are only required to submit annual reports of their AIDS- and education-related activities and results to

⁸ From an interview with DEM officials at the Dowa District Office.

NAC and MoEST; they are not required to submit them to the districts. As a result, some districts may be unaware of these programs and activities. It is recommended that all programs submit their annual reports and program descriptions to the DACs and DEMs in the districts where they operate. Further, DEMs and DACs should be consulted before program initiation to ensure that proposed services complement current projects and correspond to district needs.

2.6 Conclusions

The LSE curriculum is a vital entry point for HIV/AIDS education and prevention among children and youth. The introduction of HIV topics at an early age and the reinforcement of prevention messages through all primary levels are components of a powerful strategy for protecting young people from infection. LSE is especially important for children in the upper primary school levels, when many become sexually active. For LSE to be most effective, schools must be equipped with textbooks, teaching manuals, and supporting materials. A top priority should be to ensure the delivery of these materials to the individual schools. Since the current practice of leaving the delivery of textbooks to the local communities is not working, alternative strategies should be considered. Although controversial and costly, UNICEF's recent decision to hire a private company to deliver LSE-supporting material directly to schools might be worth considering to transport LSE textbooks and manuals.

Teachers both current and new must be adequately trained. Schools and districts should make efforts to record training attendants to prevent double training and help identify the teachers who have not yet been trained. Volunteer teachers should also be included in LSE training. MTTA's successful teacher training program should be scaled up to include other public and private teaching colleges. The involvement of families and community leaders can help to create interest in and commitment to LSE among teachers and students, which not only increases the quality of teaching but also supports an enabling environment for behavior change. Whether LSE becomes an examinable subject is less important than establishing the connection between LSE and improvements in children's health and future well-being. Utilizing a multipronged approach of intensive teacher training, community empowerment, and resource mobilization, USAID/PSSP can serve as an excellent model for building successful LSE programs in the schools.

Keeping HIV-infected teachers healthy and in the classroom is another top priority. Salary top-offs to help teachers augment their diets and pay for transport to ART sites and medications for OIs are essential. Psychosocial support is just as critical. The newly founded T'LIPO is already proving to have a substantial positive effect on the lives of HIV-positive teachers by fostering self-help and advocacy and providing local referrals for teachers for prevention, treatment, counseling, and testing. T'LIPO can also be a powerful force in reducing stigma and changing public attitudes toward people living with HIV. More monetary and training support would substantially strengthen and expand T'LIPO's good work.

Currently more than one in four children in Malawi are OVC. Because of their tenuous circumstances, many must rely on external sources not only for basic necessities such as food, shelter, and safety, but for school supplies and uniforms. The GoM's announcement that feeding programs will be implemented in all Malawian primary schools will greatly benefit OVC. The many small-scale community-based programs such as child care centers and orphanages built and operated by private charities and CBOs have been most impressive. These small programs often operate "under the radar" and are unknown outside the local area; yet, altogether they constitute a huge and vital support structure for OVC.

However, more must be done. Overall, OVC services are patchy, with some areas such as Dowa and Rumphi relatively well supported and others, such as Mangochi and Phalombe, with little or no OVC program activity. While the scale-up of present OVC programs is crucial, it is also important to balance the distribution of resources more evenly in order to reach the children who are at greatest risk, especially OVC in rural districts. To facilitate future planning, particularly at the district level, funding and implementing agencies including the small community groups must work closely with the DEMs and DACs to coordinate and complement efforts, identify service gaps, and develop strategies to address them.


An overview of partner-assisted programs and projects is illustrated in the following figure.

Malawi - Education Sector Partners HIV-AIDS and OVC Activities

Nationwide Activities

- Action Aid: Tiwoloke, Stepping Stones: workshops help teachers assess their risk for HIV. Impetus for creation of T' LIPO
- FAWEMA: UPE, Gender Equity, HIV/AIDS
- Peace Corp Volunteers: Community-based prevention and care
- UNICEF: Life Skills Education – Primary: AIDS Toto clubs
- USAID: Ambassadors Girls Scholarship Program: Mentoring of scholarship recipients on Life skills and HIV prevention - Primary
- World Vision: ECD, LSE, OVC Education Support

District Specific Activities

 UNICEF/Save Us

-Early childhood education for OVCs (Lilongwe, Dedza, Mangochi)

 USAID

Primary:

- Malawi Teacher Training Activity (MTTA): school-based AIDS Clubs, LSE
- Primary School Support Program (PSSP) HIV/AIDS and community mobilization in support of primary education (Dowa)
- Safe Schools Project: School Related Gender Based Violence (Machinga)
- BRIDGE Project with Girl Guides, including Radio Listening Clubs, Peer Education and Life Skills for youth, ages 10-14 (Mzimba, Kasungu, Salima, Ntcheu, Balaka, Mangochi, Mulanje, Chikwawa)

Other:

- PACT (w/ Nkhoma Hospital): HIV and AIDS prevention services through promotion of abstinence and being faithful (Lilongwe)
- Malamulo (Thyolo)
- Ekwendeni (Mzimba)
- NAPHAM (Rumphi, Dedza, Machinga, Salima, Nsanje)
- NACC (Namwera/Mangochi)
- MAICC (Mponela/Dowa)
- COPRED - OVC support (Blantyre)



2.7 Recommendations

Life Skills Education

1. Every effort should be made to ensure that LSE textbooks and teaching manuals are delivered to and used at the schools. UNICEF has solved this problem by hiring a national transport company to deliver their educational materials directly to the schools. Though controversial and expensive, it is one way to make sure the schools are properly supplied with books of special interest.
2. Community involvement and support of LSE is critical for its success. Programs that encourage community participation in LSE should be scaled up.
3. Better teacher training records should be kept by the schools and sent to the DEM for consolidation and reference. In this way, trainings can be better planned and coordinated and teacher “double dipping” can be eliminated. LSE trainings should also be open to volunteer teachers.
4. All schools should have LSE teaching manuals for all eight levels onsite.
5. MoEST should not make LSE an examinable subject; the exams should be mandatory rather than optional, to increase its standing as a “serious” subject and to track student performance.
6. The linkages between schools and HIV clinical and counseling services for teachers and students should be established and, when present, strengthened and formalized.
7. MIE should consider reviewing the LSE curriculum to clarify whether any information about HIV/AIDS may be misleading.

OVC

8. School-based feeding programs are critical for maintaining the well-being of OVC and keeping them in school. The government’s pledge to institute feeding programs in all Malawian schools will go far to improve the nutritional status of OVC in school.
9. Vocational training programs for OVC that have been successfully implemented under PSSP should be expanded.
10. The establishment of girls’ hostels at school sites to prevent gender-based violence is an effective initiative. However, it is an expensive option and will likely require specific donor support for expansion.

11. Successful community empowerment programs such as USAID/PSSP in Dowa and ActionAid in Nsanje should be supported and replicated. Community empowerment and participation are essential components of successful OVC programs. Empowerment trainings that teach SMCs, PTAs, and other local organizations—such as mothers' groups in advocacy and small grants management—encourage parents, teachers, and local leaders to take a strong interest in their schools. The enthusiasm these groups generate has served as a catalyst for community action that has resulted in many benefits, such as school gardens, pupil retention, and active AIDS clubs and activities.

Support for Teachers with HIV

12. Support for T'LIPO members should be stepped up and should include nutritional, psychosocial, and monetary assistance (Gift of the Givers, PSSP, ActionAid).
13. Support for Stepping Stones should be continued and scaled up. ActionAid's Stepping Stones program appears to have been very successful at raising the awareness of HIV risk among teachers and their spouses. The program also has encouraged participants to access VCT services and has provided support to those testing HIV-positive.
14. The confusion surrounding the allocation of top-offs to HIV-infected teachers should be clarified so that eligible teachers can access these much-needed funds.
15. Trainings that help T'LIPO groups apply for, manage, and implement small grant programs should be continued and expanded. To be most successful, these trainings should be linked to funding if at all possible.
16. The confusion over the allocation of funds for AIDS programs at the district level, in some cases, has prevented much-needed money from reaching local CBOs. While such guidelines and procedures are in place at the national level, they are not well understood by some district officials and local groups seeking assistance. We recommend that efforts be made, either through trainings or meetings, to clarify these procedures and facilitate the flow of funding.

Funding Differentials

17. Although the use of umbrella organizations is controversial in that the cost of doing so takes money away from local programs, the long-term benefits of training, management, and efficiency may justify the expense by moving the funds effectively into the hands of the intended beneficiaries.
18. We recommend that MoEST investigate ways to streamline the MOU process.

19. DEMS and DACs should consider holding a yearly meeting with representatives from all programs operating in their districts to discuss activities, results, and the continuing needs of their constituents.

SECTION 3. DECENTRALIZATION AND EDUCATION MANAGEMENT INFORMATION SYSTEM

3.1 Background

Under the Ministry of Local Government, the National Decentralization Policy (NDP) was passed by the Malawi Parliament in December 1998 (Local Government Act, 1998). The National Decentralization Policy was instituted with the view of attaining the following objectives:

1. To create a democratic environment and institutions in Malawi for governance and development at the local level, which facilitate the participation of the grassroots in decision-making.
2. To eliminate dual administrations (field administration and local government) at the district level with the aim of making public service more efficient, more economical, and cost-effective.
3. To promote accountability and good governance at the local level in order to help Government reduce poverty.
4. To mobilize the masses for socioeconomic development at the local level.

The Policy provides that elected local governments in districts and major urban centers (District Assemblies or DAs) are to be established, and specific central government functions are to be decentralized. It identifies education functions and services to be assigned to DAs, including—

1. Nursery and kindergarten
2. Primary schools
3. Distance Education Centers.

The NDP envisages devolving administrative and political authority to the district level, which includes implementation responsibilities supporting decentralization and the intent to integrate parallel functions into one administrative process. However, decentralization currently is implemented exclusive of elected bodies.

The NDP provides a strong basis to institutionalize decentralization. As part of the institutional development, a comprehensive capacity development program was launched during 2002–2006, covering all components of the National Decentralization Programme. Through this effort, 209 new staff members of District Assemblies (District Commissioners; Directors of Finance, Administration, Public Works, Planning, and Development; and Management Information Officers) were recruited and trained. During the same period, seven sectors were devolved, namely public works, health, education, agriculture, housing, finance, and social welfare. In

these sectors, the DAs were entrusted with implementation and administration functions.

The DA is expected to perform all administrative and political functions in the district and for which there are structural arrangements, such as—

- *District Assembly (DA)*—mandated to pass bylaws to govern its operations in local government and development, as well as to raise funds for carrying out its functions under the Local Government Act of 1998. A chairperson selected from the councilors representing a ward in the district heads it.
- *District Executive Committee (DEC)*—headed by a commissioner and includes all sector heads and NGOs; is expected to meet once a month. It acts as a technical advisory body to the DA.
- *Area Development Committee (ADC)*—in some districts, ADCs are headed by chiefs; in other districts, an elected member chairs the committee.
- *Area Executive Committee (AEC)*—technical body composed of civil servants and NGO workers operating in a traditional authority. It is a technical arm at the area level and is responsible for advising the ADC on all aspects of local development. It is headed by an elected member.
- *Village Development Committee (VDC)*—a representative body from a village or a group of villages responsible for identifying and facilitating planning and development in the local community. It is headed by an elected member but reports to the Group Village Head.

These provisions for village- and ward-level representation signify a system structured for devolution at the district level and below.

In the education sector, planning and budgeting have adopted a participatory and incremental process. This process has resulted in the preparation of the School Improvement/Investment Plan (SIP) and the District Education Plan (DEP) which feeds into the development of an overall District Development Plan (DDP), engaging three major stakeholders in the process: *the beneficiaries*—parents and students; *implementers*—teachers, head teachers, and PEAs; and *decisionmakers*—the DC and DEM office.

The roles of the SMC/PTA and the head teacher are instrumental in the preparation and implementation of the SIP. However, SIPs and DEPs prepared locally are perceived as being too ambitious and too expensive to fund. The demand for funding support from the central government is almost always on the high side. Moreover, the high pupil/teacher ratios leave many school communities focusing only on the supply of teachers. In attempting to assess the contribution of decentralization toward the improvement of educational management, it is important to examine

how the tasks and responsibilities have been distributed and how the strategies have been deployed to implement decentralization. The table on the following page summarizes the distribution of functions at the various levels.

It can be seen from this table that the decentralization is primarily administrative and the devolution of power is largely rhetoric. The center continues to play a significant role both in setting policies and in carrying out routine functions. Regulation of education remains the duty of the center. Our observation was that the crucial responsibilities of management, finance, and curriculum at regional, community, and school levels continue to be defined by the central office. Thus, despite considerable emphasis on decentralization, the central government continues to play a major role in the allocation of resources in Malawi, and national guidelines continue to be an important mechanism in translating state policy into local reality.

The decentralization of EMIS at the district level is intended to support planning, budgeting, and allocation of resources within the district. EMIS has been decentralized in 12 districts; 12 additional districts are planned to begin decentralization this year. The annual data collection forms are printed and distributed centrally to all schools in the country. Reporting and production of statistical reports at the central level are on time, which has been the major achievement of decentralization. However, the recordkeeping system at the data source (schools) is poor, which results in poor overall quality of the reported data.

Distribution of Decentralized Functions

National	DA	Divisional	District	Zone	School/Community
<ul style="list-style-type: none"> - Policy formulation (e.g., NESP) - Policy reinforcement - Inspectorate - Establishment of service and performance standards - Training - Development and provision of textbooks and supplies (this includes control of development funds) - Payment of salaries - Curriculum development - Standardization of exams - Accreditation - Setting of norms and standards - EMIS and evaluation of school system. - International representation 	<ul style="list-style-type: none"> - Establishment of school - Request for teachers - Deployment of teachers - Management of DSS - Financial control - Development (including formulation of DDP) - Construction of classrooms - Staff welfare - Consolidation of district budget - Coordination - General administration of the district 	<ul style="list-style-type: none"> - Provision of books and supplies - EMIS and evaluation of school system - Administration of secondary schools 	<ul style="list-style-type: none"> - Prepare education development plans - Monitor the day-to-day operations of education institutions in the district - Administer posting of teachers - Appoint PEAs - Appoint primary school heads and their deputy in liaison with the LEA - Implement policy guidelines issued by the Ministry from time to time - Coordinate education activities with NGOs and all stakeholders - Plan and monitor the organization and implementation of school and zone-based in-service teacher education program - Initiate changes to educational policies - Account for all education expenditures. - EMIS and evaluation of school system - Representation on DEC 	<ul style="list-style-type: none"> - Advise primary school head teachers and teachers in the zone on curriculum issues, methodologies, and management of schools - Conduct in-service training for primary school teachers - Supervise primary school teachers in their teaching - Inspect primary school teachers - Compile report and data on activities carried out in schools - Assist the DEM in accounting for expenditures incurred in their zones - Determine the budgetary requirements for schools and TDCs within their Zones - EMIS and evaluation of school system - Representation on Area Executive Committee 	<ul style="list-style-type: none"> - Operating grants; budget - Building maintenance - Promotion of pupils assessment - In-service training of teachers - Decisions on class size - Admission of students - Day-to-day management and administration of schools and in matters related to pedagogy, curriculum, training and finance - Implementation of DSS - Monitor pupil and teacher attendance - EMIS and evaluation of school system - Provision of labor by communities

3.2 Findings

The Education Act was enacted in 1962 and has not been reviewed since. However, there has been major political and administrative restructuring in the country since 1962. More recently, the national decentralization policy of the government foresees devolution of centralized functions in various sectors including education. Similarly, MoEST is working with the development partners in finalizing its National Education Sector Plan 2007-2016. Although the 1962 Education Act does not seem to contradict the decentralization policy or the intent of the government on NESP, necessary policy backup for these intended reforms is needed. A committee was formed nearly 5 years ago to work on the revision of the 1962 Education Act. The progress of the committee, however, has been slow.

As stipulated in the decentralization policy, there are structures such as the DA, DEC, ADC, AEC, and VDC in place to assume the implementation and governance functions. However, most implementation and administration functions for these structures are yet to be developed. For example, fiscal decentralization has taken place only in support of ORT. The fiscal decentralization framework has been approved by the multi-level governance (MLG), but the Ministry of Finance (MOF) has not yet issued a warrant of establishment, which is preventing teachers from being redeployed.

Interviews with the various stakeholders have revealed that decentralization has a crucial role in shaping how people see their priorities. It has changed the landscape of people's thinking. However, as one respondent observed, the major challenge has been that "we have moved too fast in enhancing capacity of people, but we have moved too slowly in responding to people's needs. Decentralization cannot work in the absence of adequate financial resources and, indeed, in the absence of elected bodies." One of the directors of planning in the DAs has also observed that people are empowered to make decisions, but people are not able to do what they want to do; he asks, "What is decentralization, then?" He further elaborates as follows:

There is need for change in the budgeting system to give DAs their proportion of the cake so that they can decide what to do at the district level and be able to do it. Finance is the major obstacle to effective decentralization in Malawi. In the current state of affairs, Malawi has not decentralized. Ministries have only devolved the functions, but not the resources (e.g., DEM has only one vehicle). Parliament must approve the devolution of development funds.

In the education sector, only the Direct Support to Schools and ORTs has been devolved. Earlier, ORT was controlled by the Divisional Offices, which is now devolved to the District Assembly. Most other activities are still centrally managed, such as teacher salaries; other development funds, including teaching and learning materials, are procured centrally. Similarly, school maintenance programs are run centrally. Reluctance to redirect administrative and management functions to the

local level is high among central agencies, which generally appear to hold the notion that there is no insufficient capacity at the local level. These findings are not new and are consistent with what has been observed for sub-Saharan Africa. ADEA (1999) observed a slow but sure progress toward decentralization of provision, decision-making, and control of educational services. The report noted that, although many of the countries have very specific management cultures linked to their particular colonial heritage, the context that shapes education decentralization management reforms in SSA is unique with limited resources, fragile political systems, and inefficient educational systems with low capacity. Furthermore, despite considerable emphasis on decentralization of education in the past decade, central governments continue to play a major role in the allocation of educational resources and even when authority is delegated to subnational levels such as provinces or districts, individual school administrators and parents play a limited role.

Parallel to the DA, local structures are working as an extension of the line ministry to implement education programs, such as the DEM's office, the Zonal Coordinators, PEAs, SMCs, and PTAs, who are more accountable to their line ministry than to the DA. The DEM is also an executive member in the DEC. Thus, the DEM has been concurrently providing dual reporting—to the DA and to MoEST. Both the DA and the DEM have been implementing education programs, which has complicated understanding of the accountability chain. Ideally, the DEM should be implementing all education programs and be accountable to the DA.

The DA is composed of both elected and professional representatives. Professional representatives such as the district commissioner and directors usually have the upper hand in the DA compared with elected members. Since an accountability mechanism is not clearly articulated, monitoring and reporting responsibilities are also blurred.

The local government, especially the DA, is able to mobilize resources directly from the donors and especially from intergovernmental organizations (IGOs)/NGOs. Direct school support by these organizations (I/NGOs and CBOs) to many schools is quite apparent, although the type of support and the amount spent by these organizations is often not reflected in the national accounts, nor are they well known or equally distributed by the district. The support that some schools received from DSSP and PSSP was found to be less than what they received directly from I/NGOs.

One of the schools in Dowa that had received the best school award for last 2 years in a row had also received support from a number of external agencies together with DSSP and PSSP. Larimi Canada, together with Active Africa, had provided classroom furniture to that school; Oriol Miranda Foundation, a Spanish project, was paying the part-time teachers' salaries and the library facility in the school for the dropouts. The Mango Project, together with Active Africa, had provided 10 brand new sewing machines; the PSSP had provided one machine. Manos Unidas

supported school building and maintenance. Mary's Meals was operating school feeding programs together with Active Africa.

Although the balance between generating revenues centrally versus locally has the potential to generate significant resources, the process is still not clear and has led to limited access to resources at the local level. Some districts like Mangochi have the benefit of being a tourist attraction destination and thus are more successful at generating funds. More support is needed in training local stakeholders to understand and prioritize their needs, because funding almost always appears to be in short supply. Moreover, the intent of the decentralization policy has not been disseminated well among stakeholders at the grassroots level. For example, some school communities are requiring contributions from parents because they believe they have the authority to raise funds for the school. This situation has gone overboard in some cases resulting in communities barring students from attending school until such contributions are paid. Furthermore, the notion that education is the responsibility of the central government remains high among local stakeholders. This results in the expectation that almost everything should be made available through the central government.

Significant progress has been made in the EMIS and, as a result, MoEST has been able to produce its annual statistical report within the same year. The decentralized EMIS has facilitated, at the district level, a well-articulated participatory process of planning in which the SIP feeds into the development of the DEP and the DEP feeds into the development of an overall DDP.

At the central level, development partners used to operate their own databases to meet their specific information needs. Now, they have started to rely on the EMIS, though with some caution. At the district level, EMIS data are used mostly for status reporting and, concurrently, they are reporting both to the DA and to MoEST.

MoEST has developed two different forms for data collection: annual and monthly. Moreover, schools respond to the information needs of different agencies. In most cases, however, schools do not have registers for student attendance and for student recordkeeping. Some schools have managed to record information in a simple notebook, while other schools have kept records on loose sheets with manually drawn formats. As one of the school head teachers reported, "It is quite time-consuming to develop all of these formats and to keep the information monthly." The same head teacher suggested that a printed register would have considerably reduced their data recording labor.

Interaction with potential development partners revealed their interest in supporting the EMIS. CIDA is providing attendance registers to all schools this year. There was equal interest from USAID and UNICEF to work with MoEST in revising the EMIS tools and providing the training. Indeed, USAID has already invested considerable resources toward improving the EMIS.

3.3 Conclusions

1. Most reform initiatives in education are not supported by the necessary statutory provisions because of the slow progress being made on revisions to the Education Act.
2. Since decentralization has yet to be fully devolved, a dual system exists whereby the DA and the DEM are working in parallel to implement the education programs. Although it seems to be a transitional issue rather than a permanent issue, the lack of clarity on an accountability mechanism has led to conflicts of interest between the implementation and governance functions and to reporting to more than one authority.
3. Provision of different committees below the district level could be helpful in assuring the participation of stakeholders. However, the lack of an accountability chain with a clearly articulated mechanism indicating who is accountable to whom, for what, and how relegates them to being only “placeholders” in the process.
4. Delivery of services at the local level continues to be an issue that is often associated with the capacity of individuals working in different committees at the local level. In some districts, and especially with the DAs, their interest often lies in sectors other than education.
5. Some DAs have been able to generate resources locally and through their direct contact with the development partners. Schools have also made significant gains by developing proposals for school improvement and receiving funds from donors through the DA. This direct support, especially by I/NGOs, at the local level, appears to have made a significant impact on funding gaps for some schools. However, there is no consistency and regularity in the pattern of support. In addition, some schools have faced difficult times when such support was stopped abruptly. An example of NGO/PVO activities in five districts is presented at the end of this section.
6. Although it is usually not the case, on occasion when full funding support has been planned and received, the development of various local plans (i.e., SIP, DEP and DDP) has inspired a participatory planning process at the district and subdistrict levels. However, there is a need to develop the capacity of head teachers and teachers with SMC/PTAs to use their own school data for preparing SIPs and proposals, and for the DEM and district planning director to extensively use EMIS data for prioritizing resource and teacher allocations.
7. The poor supply of textbooks and curricular materials has been central to the poor quality of education in Malawi. One contributing factor to this situation is that textbooks and other curricular materials are printed elsewhere and brought into the country. Although the decision to print textbooks and curricular

materials abroad was taken to minimize possible corruption and misappropriation, delay in the shipment had caused students to go without textbooks in grade 6 for months. The responsibility for distributing books and supplies lies with the Supplies Unit, but inadequate funding has meant that books do not get to schools on time.

8. Decentralized EMIS districts are doing well in data collection; they are reporting with computerized systems available for data entry and are producing education statistics at the district level. The challenge, however, seems to be more at the data source (school data) rather than with the system design. Currently, the original data source that feeds into EMIS formats and all other formats received from different sources at the schools are not systematic. Even in decentralized districts, schools do not have standard recordkeeping systems, which usually results in arbitrary reporting when filling in the formats.
9. Because schools do not have a fixed format and a consistent pattern of recordkeeping, the source frequently used for information varies from school to school and within schools. Multiple reporting requirements, the lack of standardized formats and of procedures for data recording, and the absence of registers at the school level coupled with lack of training on data management contribute to the poor quality of data.
10. A procedure for translating EMIS data into a policy process (formulation, implementation, compliance monitoring, and policy reviews) has yet to be developed and devolved. The EMIS, even at the decentralized districts, tends to be used merely for progress/status reporting.
11. Students' age data, in particular, are less reliable because of the lack of strict enforcement of children's birth registration policy. Consequently, it is difficult to assess students in correct overage and underage categories. This also makes the estimates of gross and net enrollment less reliable. The longer-term impact of this incomplete information is discernible in planning and allocating resources to the target population.
12. Donor harmonization for EMIS development is critical to consolidate and to avoid overloading the system with donor-specific requirements. The simpler the data in a new EMIS, the more likely they are to be valid and reliable.

Malawi: NGO/PVO Partners

RUMPHI

- PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training
- World Vision: HIV/AIDS
- Link for Education Governance: GO-CSO partnerships for education, gender, and HIV/AIDS
- Future Vision Ministries: ECD, Basic Ed, HIV/AIDS, NFE, TPD
- Livingstonia Synod AIDS Programme (LISAP): ECD, Basic Ed, HIV/AIDS, NFE, TPD, Voc Ed Sight Savers International: UPE/Special Needs

MCHINJI

- Participatory Rural Development Organization (PRDO): Primary and Secondary Ed support
- Centre for Youth and Children Affairs: Primary and Secondary Ed support, HIV/AIDS
- Target National Relief and Development (TANARD): ECD, Basic Ed, HIV/AIDS

MANGOCHI

- PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training
- Save the Children: ECD/ECE for OVCs, Gender Equity in Primary Education
- Malawi Children's Village: OVC support, including school support, LSE, HIV/AIDS, TPD
- CARE Malawi: UPE, Gender Equity, TPD, HIV/AIDS
- World Food Programme (WFP): ECD, UPE, Gender Equity, HIV/AIDS

DOWA

- PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training
- Winrock Int'l: Child Labor
- Participatory Rural Development Organization (PRDO): Primary and Secondary Ed Support
- Deeper Life Christian Ministry: Basic Education, HIV/AIDS
- Every Child: ECD, UPE, LSE, HIV/AIDS
- Action Aid: ECD, UPE, NFE

PHALOMBE

- CARE Malawi: UPE, Gender Equity, TPD, HIV/AIDS
- World Food Program (WFP): ECD, UPE, Gender Equity, HIV/AIDS

3.4 Recommendations

1. Ensure the provision of a consolidated school register containing all school-related information. Require, and enforce the requirement, that it should be referred to when reporting all school information—
 - Constitute a team to review basic data requirements and design a comprehensive school register to be maintained by each school.
 - For MoEST to ensure that the registers can be used as instruments for pupil/cohort tracking.
2. There is a need to develop the capacity of head teachers and teachers with SMC/PTAs, to use their own school data for preparing SIPs and proposals, and for the DEM and district planning director to use EMIS data for prioritizing resource and teacher allocation—
 - Training by CSOs such as CRECCOM developed in consultation with the MLG and MoEST can build capacity among local education partners (SMC/PTAs, HTs, DEM, and DA) to assess, plan, and act on key issues, such as improving teaching and instructional (quality) conditions, in line with established authorities.
 - For this training to utilize local data, available funds (e.g., DSS), and locally generated financial resources for planning also articulate each actor's role in implementation and monitoring of activities and expenditures. Utilization of the EMIS data at local levels has also been demonstrated to improve data quality and reliability.
3. Review the Education Act in accordance with the intended reforms in education through decentralization—
 - Revitalize the committee that was formed earlier for the review of the Act to expedite the review process.
4. MoEST should work together with MLG to develop and enforce an accountability chain and its mechanism, stipulating who is accountable to whom, for what and how—
 - Strengthening district assemblies to focus and prioritize education by building the capacity of members of DA, ADC, and VDC with clearly articulated roles and functions entrusting them with necessary policy support.
 - Clearly define and translate education among all stakeholders as a shared responsibility of governments (central, district, and local-VDCs) and of the community (SMCs and PTAs).
 - Reinforce the accountability mechanism with the necessary authority and resources needed to perform the tasks effectively.
5. Release establishment warrant as soon as possible—
 - Pressure MOF for the release of the establishment warrant.

6. Donor harmonization for EMIS development is critical. Donors must focus on collecting information that is most important for planning and budgeting and avoid overloading the system with donor-specific requirements. The simpler the data in a new EMIS, the more likely they are to be valid and reliable—
 - District Assemblies frequently have access to direct support from donors and I/NGOs. A national framework of norms and standards for quality education will help harmonize direct support in a structured way.
 - For MoEST to take the lead and ensure coordination among donors supporting EMIS.

SECTION 4. SCHOOL ENVIRONMENT

4.1 Findings

Schools visited for the field consultations exhibited a range of physical conditions for the teachers and pupils. The grounds were uniformly well kept, with both male and female pupils being assigned cleaning duties on set schedules. Some classrooms were solidly well built, new and old, while some were in disrepair, with crumbling foundations. In all cases, classrooms were insufficient for Standards 1 and 2. One visited school had no administration building—only classrooms; another had an administration building newly built by the SMC/PTA.

Latrines were uniformly too few for the numbers of pupils, ranging from 6 to 12. They were evenly divided between boys and girls, usually side by side at the same location on the school grounds. They were mostly swept and uncluttered, with some notable exceptions. The lack of a nearby water source at most sites, however, made sanitary conditions difficult to achieve and unsuitable for girls and pupils with special needs.

At least two schools were located on a principal road and reported recent accidents, during which a girl was injured and a driver was killed. SMC/PTA members at each school reported that a roadside fence was their top priority this year.

Furniture was in evidence in the upper standards and uniformly absent in the lower standards. The presence of 200 pupils (give or take) in lower standards meant that teachers had little room to move at the head of the classroom and no room to move among pupils throughout the classroom. The availability of furniture in the lower standards would limit the number of pupils who could be accommodated in the class, further indicating the need for more classrooms or double shifts.

Teacher housing was present at each school, ranging from four to eight usable houses. SMC/PTA members and teachers agreed that teachers' housing was a top priority, with evidence of ongoing construction and renovation. Several schools reported charging teachers rent that was a fraction (20%) of the prevailing rent in the community and that the money raised from rent was used for school improvements, such as further renovation of teachers housing and school electrification.

4.2 Conclusions

The availability of teacher housing on or near the school grounds seems directly related to the regular presence of the teachers, the principal input to quality education. Sanitary and safe school grounds were articulated as important to the overall attractiveness of the school, especially for girls. Classroom and furniture were seen as very desirable but less elementally essential to quality when compared with teachers' regular presence and sanitary and safe conditions.

4.3 Recommendations

1. Teacher housing should be a top priority for each school and SMC/PTA. Where adequate housing is available, teachers remain at or near the school, and are present for school and instructional leadership.
2. Latrines (adequate number, safe location, sanitary) and water sources should be the next priority, as pupils' health and safety are fundamental to their interest in being at school and their ability to learn.

SECTION 5. SUGGESTED PRIORITIES FOR EDUCATION SUPPORT PROGRAMMING

This assessment activity highlights a number of priorities in the education sector that are included in the NESP and already receiving support from MoEST and donor and PVO/NGO partners. The activity also suggests that these needs be prioritized, especially given that all conditions and inputs in education are not evenly distributed across districts, among schools within districts, or among standards within each school.

The following table suggests priorities that are especially appropriate for districts and schools that have the least human and physical resources in comparison with their pupil population. Some of the higher priorities may be seen as preconditions, or enabling conditions for the implementation of other “lower” priorities. For example, in the many districts and schools where the *p:t* ratios are above 100:1, it should be assumed that the *p:t* ratios in the lowest three standards are exceptionally high, over 200:1 and higher in many cases. This condition diminishes the quality of education that is possible, thus creating a ceiling on the quality improvements that can be achieved through curriculum revision, teacher training, and environment or classroom improvements.

In addition, lower-quality education contributes significantly to high repetition rates, with two-thirds of children who enter primary school more likely to repeat a grade at least once in their schooling career; poor achievement levels mean that more years of schooling are required to achieve basic competencies of literacy and numeracy. The SACMEQ studies show that 65.4 percent of primary school pupils have repeated at least once and that 91.4 percent of the pupils did not reach the minimum level of mastery in reading prescribed by reading specialists in Malawi and the other SACMEQ countries (Chimombo et al., 2004). In such cases, the priority is to get more teachers in the classroom through a combination of training new teachers, retaining existing teachers (including supporting their health), and providing for a supplemental instructional force (trainee teachers and/or volunteer teachers) to cope with the current situations of extreme pupil populations.

Several ongoing and planned strategies to help produce new teachers are already in the NESP and are being supported by MoEST and the donor partners; they include increasing the capacity of existing TTCs, building new TTCs, and instituting an ODL model of pre-service teacher training. The increased capacity to produce more qualified teachers can help Malawi better meet the needs of its student population within 5 years. Helping those students in overcrowded classrooms in the nearer term, encouraging the use of a supplemental instructional force supervised by qualified teachers and aided by the use of ODL, allows schools to cope with their most pressing and basic challenge to quality.

Other strategies to motivate and support teachers overall and in the primary schools include HIV/AIDS prevention and care, housing (especially in the rural areas), and stipends for serving in remote rural areas. The tendency to transfer teaching assignments from a primary school to a CDSS as a career enhancement tool, or from a remote rural school to an urban school, could be predicated on the availability of an open, funded position, rather than on the teachers leaving their primary school assignment—especially a remote primary school—and “taking their salary with them.” Additional support strategies include wider distribution and availability of teaching-learning materials and ongoing PCAR training and support, and linking TPD opportunities to a career ladder scheme. Giving highest priority to attracting and supporting teachers highlights the importance of the ability of each teacher to interact with each pupil under more favorable pupil/teacher ratios in order to advance curriculum reform and other quality improvements.

**Suggested priorities for education support programming
to improve access, quality, and management**

Rationale: Priority is to respond to recent access gains from mobilization efforts and deals with current quality challenges before mobilizing more demand (increasing enrollments) on an already seriously overstretched system.

Improved Quality: Produce More Teachers		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	Train new teachers <ul style="list-style-type: none"> - Support NESP plans for increasing capacity of TTCs and instituting ODL modality for pre-service training - Support Trainee Teacher upgrades through ODL 	<ul style="list-style-type: none"> - As detailed in the NESP, both face-to-face and ODL - ODL modular design and costs could be drawn from Tikwere/IRI project and should build on or connect to this effort - As detailed in the NESP
b.	Encourage retention and recruitment of volunteer teachers (for next 5 years), especially for Standards 1 and 2 <ul style="list-style-type: none"> - Use ODL for training and support - Provide SMC stipend with small MoEST supplement 	<ul style="list-style-type: none"> - Recognize role of volunteer teachers - Provide small SMC grant support (e.g., to support volunteer stipends) to schools/communities with excessive <i>p:t</i> ratios as a complement to the DSS - Small grant awards can be based on plan and proposal (possibly a supplement to SSP); plan must include commitment and schedule to supervise by qualified teacher

Improved Quality: Teacher Support (Retention)		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	HIV/AIDS prevention and support <ul style="list-style-type: none"> - ART and food/salary supplements for HIV-positive teachers - HIV/AIDS prevention and support training included in TTC curricula and CPD 	<ul style="list-style-type: none"> - Extended treatment and care to more rural areas - Continued and expanded prevention and care support to teachers through T'LIPO, including nutrition program - Focus training in pre- and in-service on

		<p>prevention and behavior change</p> <ul style="list-style-type: none"> - Include reference information on care and treatment in training delivery and materials developed/used
b.	Housing construction/renovation (to keep teachers near school at low cost)	<ul style="list-style-type: none"> - For remote schools with high <i>p:t</i> ratios, prioritize teachers' housing over investment in new classroom blocks
c.	Hardship stipend for rural post	<ul style="list-style-type: none"> - As detailed in the NESP - Base stipend on priority <i>p:t</i> ratio in schools and term-based payments contingent on minimum number of days present at school
d.	Reduction of teacher attrition from primary schools, especially rural schools	<ul style="list-style-type: none"> - Make teacher transfers from rural to urban schools contingent on funded positions available at urban schools - Enforce bonding of TTC graduates to teach in rural schools - Make payment of primary school teachers' salaries contingent on teaching at primary schools
e.	Continue support for PCAR INSETs: increased job satisfaction	<ul style="list-style-type: none"> - As detailed in the NESP - Continue support for IRI - Strengthen CPD links by adoption of proven teacher support models of cluster mentor teachers and use of retired teachers as mobile TT "troupeurs" for teacher support - Suspend creation of additional zonal subdivisions without full resources - Share, build on, harmonize, and expand better practices from current efforts related to and that can strengthen PCAR implementation (e.g., Child

		Friendly Schools, Primary School Support Program, Malawi Teacher Training Activity, Safe Schools Program, Gender Equity Support Program)
f.	Develop career advancement/ladder scheme (within primary education)	<ul style="list-style-type: none"> - Link pre-service credential to completion of in-service training for career or incremental salary steps - Use EMIS at district level to track teachers' training
g.	Support creation and/or effective distribution of Teaching-Learning Materials to all classes	<ul style="list-style-type: none"> - Monitor full and timely distribution from District Offices to schools - Support widespread adoption of TALULAR, as modeled by PSSP

Improved Management: Decentralization/EMIS		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	<ul style="list-style-type: none"> - Use EMIS to direct inputs and support to districts and schools with greatest need - Build capacity for DEM, DA planning and decision making for teacher allocation, support, and supervision, using EMIS data 	<ul style="list-style-type: none"> - Ensure provision of a consolidated school register containing all school-related information - Training, by CSOs, such as CRECCOM, developed in consultation with the MLG and MoEST, to build capacity among local education partners (SMC/PTAs, HTs, DEM, and DA) to assess, plan, and act on key issues, such as improving teaching and instructional (quality) conditions - Training should utilize local data, available funds (e.g., DSS, MASAF, NAC/GF) and locally generated financial resources
b.	Build capacity for DEM, DA for developing and coordinating CSO partnerships	<ul style="list-style-type: none"> - All CSO programs should submit their annual program descriptions and reports to the DACs and DEMs in the districts where they are

		<p>operating; DEMs and DACs should be consulted before program initiation to be sure that proposed services are complementary to current projects and correspond to district needs</p> <ul style="list-style-type: none"> - DEMS and DACs should consider holding annual meetings with representatives from all programs operating in their districts to discuss activities, results and continuing needs of their constituents
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Improved Quality: School Environment		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	Encourage double shifts to reduce high class loads, especially in Standards 1 and 2, with appropriate incentives for teachers for increased workloads	<ul style="list-style-type: none"> - To be initiated in schools with extreme pupil/classroom ratios, and given priority after support for teachers and before building new classroom blocks
b.	Latrines at each school—separate boys’ from girls’—must be sanitary and safe	<ul style="list-style-type: none"> - Latrines (adequate number, safe location, sanitary) and water sources should be the next priority, after teachers’ housing and lower <i>p:t</i> ratios, as pupils’ health and safety are fundamental to their interest in being at school and their ability to learn
c.	Water sources—bore holes or piped water	<ul style="list-style-type: none"> - To keep school feeding and latrines sanitary—this might entail efforts toward strengthening community and school ownership and management capacity
d.	Continue support for school feeding programs	<ul style="list-style-type: none"> - As detailed in the NESP - Feeding program may include all students, especially critical for keeping OVCs healthy and in school - Can be supported by rotating teams of women

		volunteers from the PTA, preparing and serving each day - Several DP-supported programs offer delivery and cost examples
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Improved Access: Increase Enrollments		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	Support for girls, OVCs	<ul style="list-style-type: none"> - Teacher training and community mobilization to recognize and address special challenges to girls and OVC's regular attendance at school - DP projects and NGO models have demonstrated success, such as Safe Schools Programme, PSSP, ActionAid
b.	Support for Special Needs	<ul style="list-style-type: none"> - Training all teachers on recognizing and addressing observable special needs within regular classroom settings—e.g., eyesight, hearing, physical access to classroom (and clean latrines) - Referral to special education teachers for other needs

Improved Access: Increase Enrolments in Complementary Basic Education (CBE)		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
a.	Support for program implementation, especially in rural, extreme <i>p:t</i> environments.	<ul style="list-style-type: none"> - As detailed in the NESP - The excessive and early dropout rates associated with extreme <i>p:t</i> classrooms and schools will remain for 3-5 years and the need for CBE will remain high until <i>p:t</i> ratios are at more reasonable rates

Improved Quality: School Environment (cont.)		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
b.	Construct new classrooms	<ul style="list-style-type: none"> - Recommended as a lower priority than teachers' housing in extreme <i>p:t</i> environments - Higher prioritization for districts/schools where sufficient teachers are regularly available - UNICEF offers classroom block model and cost
c.	HIV/AIDS clubs for youth	<ul style="list-style-type: none"> - Training and support for teachers, parents and students can support HIV/AIDS clubs that are more likely to support positive individual and group action and behavior change than classroom lecture - Several DP-supported projects and NGO programs offer models

Improved Quality: Classroom conditions		
	<i>Suggested Priority</i>	<i>Suggested Action</i>
d.	Furniture	<ul style="list-style-type: none"> - Construction or purchase to facilitate learning within classroom, when teacher, classroom, and sanitary conditions are already present

The ranking of improved management, through decentralization and EMIS, as the next priority category is to help respond to the varied needs and resources across and within districts and schools. It also serves to improve the capacity of the DEM, with support from the DA/DC, to identify and fulfill the priorities, including the allocation and assignment of teachers and the promotion and coordination of CSO education support activities.

Where the teacher allocations and assignments are adequate to cope with the number of pupil, the target being 1:60 (which still is a very high number by any standard), other quality improvements may be considered as helpful to each pupil and more sustainable. Double shifts can ease extreme *p:t* ratios whereby teachers are available (or existing teachers are properly rewarded) and new classroom blocks are yet to be built. Safe, sanitary, and adequate latrines, (boys separate from girls) make the school a more desirable and healthy place to be. An onsite, safe water supply can keep the latrines and food preparation sanitary. School feeding programs support students' health and vitality and help sustain regular attendance.

Improving the school environment is necessary to make the schools safe, usable, and attractive; increase daily attendance; and decrease absenteeism and dropout. When these conditions are met—adequate numbers of teachers and support for high quality and school environment—it may be reasonable to expect that new pupils will (1) not enter overcrowded classrooms, (2) have regular interaction with the teacher, (3) benefit from innovative interactive teaching methods, (4) learn and master the basics, (5) continue through the upper standards, and (6) complete their basic education. When these conditions are met, further encouragement is warranted to increase access to an environment supportive of learning and achievements, thus offering a greater likelihood of success. This includes mobilizing support for girls and OVCs, and teacher training to support pupils with special needs.

Given the expected 5-year timeframe to create a teaching force capable of supporting high-quality education in all classrooms, it is also expected that a predictable number of young people will repeat classes and drop out of school in the early grades. The CBE program, as outlined in the NESP, is an important corollary to primary school, but it is especially critical in the next 5 years, until the teaching force reaches a sufficient size to serve the formal school-attending population.

Having met the above-mentioned preconditions for high quality, it follows that emphasis on new classrooms are appropriate, as are high-quality enhancement initiatives, such as HIV/AIDS clubs for youth. Furniture within the classroom, when there are lower pupil/classroom ratios and sufficient space in the classroom, will enhance learning and foster the desire to attend class regularly.

Appendices

1. References
2. Cost Considerations for Programming Support
3. Suggested Further Assessment in the Education Sector
4. Profiles of Donor Partner-Supported Education Programs
5. Persons Contacted
6. Assessment Activity Schedule
7. Dissemination Workshop: Agenda and Participant List

Appendix 1: References

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Appendix 2: Cost Considerations for Programming Support

There was an interest and attempt within the assessment to conduct a cost analysis for recommended priority models or actions. Cost information made available to the team by four education partners, two donors and USAID funded projects, does provide guidance for cost considerations for adopting or designing education project support. A more complete analysis will be necessary for a cost proposal for a model or design, using budget and cost information not available to the team during the assessment period.

- a. UNICEF provided 2008 unit cost information for construction of a classroom block with two rooms: US\$ 22,000. UNICEF noted that the fee for the consultants who supervise the work is approximately seven percent of the total construction cost.

UNICEF also provided direct costs associated with sponsoring a 5-day LSE teacher training. The per-teacher cost is US\$ 46, covering participant transport, materials, meals, and EMAS/MIE facilitation and monitoring and supervision.

- b. USAID/MTTA also provided direct cost information for typical project trainings—

1. Three-day TPD training (in content areas): The per teacher cost is US\$ 25.00, covering materials, meals, transport (supervision by) MTTA staff and PEAs, and baseline and follow-up surveys.

2. Five-day head teacher training: The per teacher cost is \$148, covering materials development (+field testing of the training manual), training of trainers and actual training of the head teachers. It should be noted that in the one-district example provided that materials development represented 20 percent of the cost. If the same materials were developed for training in multiple districts; for example, four, the per teacher cost could be reduced considerably.

- c. USAID/IRI provided costs associated with developing and broadcasting learning modules broadcast as part of the Tikwere program. The project is early in its implementation and thus has start-up costs (studio and training writers) and materials development that have not been fully expended or analyzed but that will be distributed across the life of the project (to get a per school or per pupil cost of providing the instruction). However, recurring cost information is available for airtime, the classroom radio, and the accompanying print materials.

The airtime is US\$ 117 for 30 minutes for 165 broadcasts each year (current prices). The radios cost \$42.00. A total of 9,200 radios were purchased and are being used to support the program, for a total of \$386,400 for radio costs—spread across 3 years

of their use during the life of the project (though the radios are expected to last 5 years). The cost of the accompanying print materials is expected to be \$70,000 per grade and is expected to serve for 3 years.

The coverage in Year 1 is 5,300 schools, approximately 8,000 S1 teachers, and approximately 800,000 (minimum) S1 pupils. The project is expected to serve 1,400,000 pupils in Year 2 (Standards 1 and 2) and 2,000,000 in Year 3 (Standards 1, 2, and 3).

The information is summarized below, showing an annual per pupil instructional cost of US\$ 0.16 (16 cents).

Cost Item	Unit Cost (US\$)	No. of Units	Cost per 1 yr	Cost per 3 yrs
Airtime	117	165/yr	19,305	57,915
Radios	42	9,200/5yr	128,800	386,400
Guides	70,000	1/yr	70,000	210,000
Total Recurrent Costs for 3 Years				654,315
Providing instruction to (3 year rollout to S3)				
Year 1	Year 2	Year 3	Total 3 years	
800,000	1,400,000	2,000,000	4,200,000	
<i>Cost per pupil instructed per year over 3 years</i>				<i>\$0.16</i>

The recurring costs associated with the program (air time, radios, and guides) are central considerations for continuing the programs already developed by IRI. The start-up costs of studio, training, and overhead associated with expertise and management will be important to ascertain if IRI is being considered as a model to start up other distance education programs.

- d. GTZ referred the cost inquiry to the development budget for Complementary Basic Education (CBE) outlined in the NESP. Budget information for CBE, to which GTZ contributes, is presented in the NESP APPENDIX I: Summary for Basic Education Development Plan (Primary), 2007-2017. The Appendix also includes overall development budget information for ECD, School Feeding, grants to support girls and OVCs in primary school, and special needs "issues." It also includes development budget information for construction, including teachers' houses.

Appendix 3: Suggested Further Assessment in the Education Sector

The Education Assessment conducted and reported in this document focused on basic education as the area of greatest activity, need, and investment in the education sector. In the course of the assessment activity, issues and questions were raised in other areas within the sector, including ECD, Secondary Education, Tertiary Education, and the potential for private schools to contribute to the challenge of providing quality basic education to more children. These issues and questions are presented below as suggested areas for further investigation.

1. Early Childhood Development (ECD). ECD/ECE classes have proven potential for giving children the cognitive and social preparation for beginning Standard 1 with a higher chance of educational success. It has the added advantage of providing a supervised activity for children under school going age so that they are not joining the Standard 1 classes, adding to already overcrowded class conditions in primary school and contributing to the loss of teaching-learning opportunities for other at-age pupils in the class. The challenge and potential trade-off, at the community level, is how to provide or finance support for the physical space and the manpower necessary for the value-added ECD activities *without* drawing support from the physical space and manpower needed for essential and already overburdened primary education in their community.
2. Secondary Education. The MoEST plans to expand secondary school enrolments which currently can accept only a fraction of primary school completers. The limited opportunity for a primary school completer to enroll in secondary school cuts off continuing education opportunity for many but also has a depressing effect on the commitment of many to complete primary school, dropping-out at the upper primary Standards when family and work obligations overshadow their chances for secondary school. In this light, the expansion of secondary access is commendable.

A major challenge to the planned expansion will be the provision of secondary school teachers. Nearly half of secondary schools are CDSSs, many of which employ primary school teachers who currently are needed at the overcrowded primary schools. Planning the expansion of secondary schooling must account for the possibility that many of the primary school teachers currently teaching at CDSSs may be asked to return to primary schools, creating a larger gap between the current teaching force and what is needed for the expansion. Similar to primary education, having a sufficient teaching supply for secondary schools may be the highest priority for expansion plans. Hiring retired teachers or paying stipends for double shift teachers may be options for accessing additional teachers in the short term to make up for this gap.

3. Tertiary Education. The MoEST has plans to expand its capacity for pre-service teacher education, through multiple modalities that are included in the NESP. Coordination of these modalities and planning the many requirements and steps

for implementation of each will place a heavy burden on the DTED. Providing training and technical support to the DTED may be considered as an essential and necessary investment for the successful scale-up of Malawi's pre-service programs.

4. Potential for Private Basic Education. The percentage of primary enrolments in private schools in 2007 was 1.3 percent, or 43,000 pupils. It would appear that the opening of private primary schools would help alleviate the serious class overcrowding and extreme pupil/teacher ratios, especially found in the lower Standards. There are, however, several considerations in regard to private basic education schools:
 - a. Private schools are likely to hire qualified teachers who otherwise would be teaching in the public schools. This could either (a) drain off better qualified teachers from the larger pupil populations in public schools or (b) retain better qualified teachers in the education sector who were prepared to leave teaching altogether because of low pay and difficult conditions.
 - b. Private schools will pull students from better resourced families who otherwise would attend the government schools. That will reduce pupil/class and pupil/teacher ratios but it also will remove the better resourced (and probably better education) parents from an interest in supporting the local government school, including SMC-PTA roles, creating a dual system of inequity based on family resources.
 - c. Private schools tend to cluster and flourish in the urban areas, where wealth is accumulated, creating an urban-rural inequity.
 - d. Private schools frequently appear to offer higher quality education, based in part on their ability to limit enrolment to better resourced families with greater expectations for pupil performance.

Conclusions

1. If private schools are opening without government support, parents and pupils are free to choose their preferred school, according to their resources and opportunities.
2. Government may require that private schools at least meet PCAR, exams, and operational standards and not discriminate against any groups.
3. If government is considering support to private school to alleviate pupil/class and pupil/teacher ratios, it may consider piloting startup grants for operations in rural areas that exhibit extreme pupil/class and pupil/teacher ratios and monitoring effects on overall school participation, retention and achievement for that area.

Appendix 4: Profiles of Education Support Programs

Donor Partners NGO/PVOs

The following profiles were developed with information provided by education partners through solicitation by USAID for current activity information. Further information on NGO/PVO activities may be found in the 2006 Directory for Civil Society Organisations in the Education Sector, compiled by the Civil Society Coalition for Quality Basic Education and the Centre for Educational Research and Training.

Education Sector Activities in Malawi (Donor-Funded)

Starter taken from FTI Appraisal Tables (activity updates received from Dfid, AfDB, UNICEF, GTZ, CIDA, USAID)

Who	Activity/Title	Geographical Location	District	Duration		Program Area		Nonf/HIV/AIDS	Other *
				Start Dates	End Dates	TPD	Decent		
DFID (+ TPM)	SWAP Preparation	MoEVT/DFID							x
	School construction—Primary	7 Districts (List: Chikwawa, Lilongwe,)							x
	Direct support to primary schools—DSS	Nationwide							
	Teacher Trainer Training	Nationwide				x			
	Primary Curriculum Reform, including textbooks	Nationwide				x			
	CPD Program, via VSO	22 Districts (List)				x			
GTZ/KFW	Improving Basic Education in Malawi (GTZ)—curriculum	Nationwide							
	School Feeding Programme (GTZ)	15 Districts							x
	Teacher Education and Development (IPTE, TTCs))	Nationwide							
	Complementary Basic Education (CBE)	Nationwide							
	Sustainable School Feeding	Nationwide							
	Primary Education Phase (KFW)	All TTCs				x			
	Education Basket (KFW)—Notional	Nationwide							

CIDA	Procurement	Nationwide							x
	Teachers' Training/gender equity	Nationwide				x			
	Curriculum Reform	Nationwide				x			
	Support to Education Management	MoEVT							
	Secondary Teacher Training	Nationwide				x			
JICA	Decentralization	National					x		
	Teacher Training—Secondary	SE Division				x			
	JOC Volunteers	National				x			
	Technical Assistance	MoE HQ							
UNICEF	Child Friendly Schools—primary	National				x			
	In-service training of teachers—primary	National				x			
	Rehabilitation/construction of teacher housing, school blocks—primary	National							x
	Life Skills Education—Primary	National						x	
	ECD	National							x
	MLA—primary	National							
	M&E—primary	National							
EMIS Support	National						x		

WB	Teacher Capacity Development (IDA allocation of US\$15.5 million at base cost)	National					x		
	Quality Improvements and Inputs (IDA allocation of US\$3.7 million at base cost)	National							x
	Mitigating externalities affecting the quality of education (IDA allocation of US\$3.0 million at base cost)								
	Direct support to primary schools—DSS (IDA allocation of US\$3.7 million at base cost)	National						x	
	Capacity Building and Policy Development (IDA allocation of US\$1.4 million at base cost)	National							x
ADB	Infrastructure Development—Construction of CDSSs	National	Apr 2007	Dec 2012			x		
	Capacity Building and Policy Development	National	Apr 2007	Dec 2012			x		
	Educational Materials	National	Apr 2007	Dec 2012			x	x	
	Teacher Development	National	Apr 2007	Dec 2012	x		x	x	
USAID	Malawi Teacher Training Activity (MTTA) thru American Institutes for Research	Kasungu, Machinga, Mzimba South and Phalombe		2004	present		x		x
	Primary School Support Program (PSSP) thru American Institutes for Research	Dowa		2005	2008		x	x	x
	Interactive Radio Instruction thru Education Development Centre	National		2007	2010		x		x

	Education Management Information System thru Academy for Education Development	MoEVT, Divisions, and Districts		2003	present		x		
	Data-Informed Decisionmaking Training thru Academy for Education Development	MoEVT, Divisions, and Districts		Same as above?	Same as above?		x		
	Ambassador's Girls' Scholarship Program thru Winrock and CRECCOM	Nationwide		2004	2008			x	x
	Safe Schools Project thru DevTech	Zomba		2005	2008				
	Basic Education Degree Activity thru Virginia Tech	Domasi College of Education		ongoing			x		
	Advanced Degree Activity thru UMass/Amherst	Chancellor College		ongoing			x		
	Information Communication Education Technology Activity thru Virginia Tech	Mzuzu University		ongoing			x		
	Bachelor of Arts Degree Program thru Lakeland College	Teacher Training Colleges		ongoing			x		
	Malawi/BRIDGE (see NGO/PVO Profiles)		Multiple	2005/07	2009				
	PACT (multiple, see NGO/PVO Profiles)		Multiple	2007/08	2009				
	Construction of 7 Boarding facilities at CDSSs	Nationwide							x
	Construction of Primary Teachers Training College	Shire Highlands					x		x

GoM	Rehabilitation of teaching and learning Infrastructure (Chancellor College)	Zomba							x
	Capacity Development for Improved Educational Research (Chancellor College)	Zomba							x
	Infrastructure Development – Administration, Complex, Student Hostel, Natural Resources (Bunda)	Lilongwe							x
	Construction of student hostel (Bunda)	Lilongwe							x
	Expansion of Kamuzu College of Nursing	Lilongwe							
	Mzuzu University Relocation	Mzuzu							
	Construction of Special Education Needs Institute	Lilongwe							x
	Rehabilitation of District Boarding Secondary Schools	Nationwide (Magawa, Mzimba, Soche Hill, Mangochi)							x

*** Notes:**

1. **Program Area/Other** includes program focus or elements supporting (a) school environment/extracurricular activities, (b) civil society, or (c) gender.

NGO/PVO Education and HIV/AIDS Activities

District specific activities (exclusive of national programs identified above): NGOs/PVO activity identified through (a) outreach by USAID, (b) referenced during field interviews, and/or (c) referenced in 2006 Directory for Civil Society Organizations in the Education Sector.

Partner	Focus	Rumphi	Dowa	Phalombe	Mangochi	Mchinji
USAID/Bridge	HIV/AIDS				x	
PACT	HIV/AIDS: ECD	x	x		x	
	HIV/AIDS: OVC/Primary Ed				x	
	HIV/AIDS: OVC/Secondary Ed	x	x		x	
	HIV/AIDS: Vocational skills training	x			x	
Winrock Int'l	Child Labor		x			
Save the Children	ECD/ECE for OVCs				x	
	Gender/ Primary Education				x	
USAID/MTTA	TPD			x		
USAID/PSSP	TPD + girls' ed, OVCs, special needs			x		
GoM	Rehabilitation of District Boarding Secondary Schools					
World Vision	HIV/AIDS	x	x	x	x	x
Participatory Rural Development Organization (PRDO)	Primary and Secondary Ed support		x			x
Centre for Youth and Children Affairs	Primary and Secondary Ed support; HIV/AIDS					x
Deeper Life Christian Ministry	Basic Education, HIV/AIDS		x			
Every Child			x			
Link for Education Governance	GO-CSO partnerships for education, gender, and HIV/AIDS	x				
Malawi Children's Village	OVC support, incl. school support, LSE, HIV/AIDS, TPD				x	

Target National Relief and Development (TANARD)	ECD, Basic Ed, HIV/AIDS,					x
Future Vision Ministries	ECD, Basic Ed, HIV/AIDS, NFE, TPD	x				
Livingstonia Synod AIDS Programme (LISAP)	ECD, Basic Ed, HIV/AIDS, NFE, TPD, Voc Ed	x				
Action Aid	ECD, UPE, NFE		x			
CARE Malawi	UPE, Gender Equity, TPD, HIV/AIDS			x	x	
Sight Savers International	UPE/Special Needs	x				
World Food Program (WFP)	ECD, UPE, Gender Equity, HIV/AIDS			x	x	

Rumphi

NGO/PVO/Project Partner

PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training

World Vision: HIV/AIDS

Link for Education Governance: GO-CSO partnerships for education, gender, and HIV/AIDS

Future Vision Ministries: ECD, Basic Ed, HIV/AIDS, NFE, TPD

Livingstonia Synod AIDS Programme (LISAP): ECD, Basic Ed, HIV/AIDS, NFE, TPD, Voc Ed

Sight Savers International: UPE/Special Needs

Dowa

NGO/PVO/Project Partner

PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training

Winrock Int'l: Child Labor

Participatory Rural Development Organization (PRDO): Primary and Secondary Ed Support

Deeper Life Christian Ministry: Basic Education, HIV/AIDS

Every Child: ECD, UPE, LSE, HIV/AIDS

Action Aid: ECD, UPE, NFE

USAID/PSSP: TPD, Girls' Ed, OVCs/Special Needs Education

Phalombe

NGO/PVO/Project Partner

USAID/MTTA: TPD

CARE Malawi: UPE, Gender Equity, TPD, HIV/AIDS

World Food Program (WFP): ECD, UPE, Gender Equity, HIV/AIDS

Mangochi

NGO/PVO/Project Partner

USAID/Bridge: HIV/AIDS

PACT: HIV/AIDS: ECD, OVC/Secondary Ed, Vocational skills training

Save the Children: ECD/ECE for OVCs, Gender Equity in Primary Education

Malawi Children's Village: OVC support, incl. school support, LSE, HIV/AIDS, TPD

CARE Malawi: UPE, Gender Equity, TPD, HIV/AIDS

World Food Program (WFP): ECD, UPE, Gender Equity, HIV/AIDS

Mchinji

NGO/PVO/Project Partner

Participatory Rural Development Organization (PRDO): Primary and Secondary Ed support

Centre for Youth and Children Affairs: Primary and Secondary Ed support, HIV/AIDS

Target National Relief and Development (TANARD): ECD, Basic Ed, HIV/AIDS

Appendix 5: Additional Detail on USAID/Malawi Portfolio Activities

Malawi Teacher Training Activity (MTTA). MTTA is the culmination of education quality improvement activities funded by USAID/Malawi from a line of 3- to 5-year projects beginning in the mid-1990s. Originally conceived to support the new curriculum and assessment (PCAR) rollout, MTTA built on the successful features of the previous incarnations and added its own unique emphases. These included the following projects: Girls' Attainment to Basic Literacy and Education, Improving Education Quality, Malawi Education Support Activity, and Quality Education through Supporting Teachers. Focused on four districts (Phalombe, Machinga, Kasungu, and Mzimba North), MTTA embraced a learner-centered philosophy and school-community improvement model refined from previous projects. MTTA has devoted its primary attention to strengthening teachers' content knowledge in the historically weak subjects of math, science, and English through pre-service teacher training in life skills at all Teacher Training Colleges (TTCs).

MTTA's modalities have consisted of a "flattened" cascade model of training teachers in more advanced subject knowledge and teacher support provided by zonal in-service facilitators (ZINFAs). These are supplemented by volunteer cluster mentoring teachers pioneered by Save the Children, as well as by retired teachers serving as advisers or "troupeurs" in the project's Mobile Teacher Training Troupe. ZINFAs are predicated on the fundamental reality that PEAs are overstretched and unable to visit schools frequently. ZINFAs fill that gap by traveling to schools on project-issued bicycles. MTTA has collaborated with and used the PEAs and the TDCs in implementing its program. In addition to strengthening content knowledge and pedagogy in these subjects, the project has provided books and has trained 41 curriculum specialists and tutors in life skills education (LSE) to allow that subject to be taught in all five TTCs. LSE includes complementary school environment activities and School Based Anti-AIDS clubs.

Primary School Support Program: A School Fees Pilot (PSSP-SFP). PSSP is a congressionally mandated School Fees Initiative effort in both Malawi and the Democratic Republic of Congo (DRC) to investigate and address hidden costs of schooling even when school fees are removed. In Malawi, the activity pilots holistic school reform, including community support and action and teacher training under PCAR in the district of Dowa. PSSP-SFP is dedicated to the same instructional improvement goals, but with more focus on increasing the access of girls, orphans and vulnerable children (OVC), and special needs children using a broad school-community approach. Operating in one district (Dowa), PSSP has focused on reducing the rate of dropouts and increasing the enrollment and reenrollment of out-of-school children. In the earliest standards, PSSP, through its staff zonal coordinators (or ZOCs), has introduced its own literacy model, the Beginning Literacy Program of Malawi (BLPM), and has assisted teachers to use locally produced instructional materials, popularly called Teaching and Learning Using Locally Available Resources (TALULAR) and other literacy support activities. Teacher training and support in the upper standards have focused on improving

math instruction and directly assisting PEAs with the PCAR orientation. Other major aspects of PSSP include strengthening school management committees and providing small grants for promotion of improved school-community relationships and school infrastructure.

Tikwere/Interactive Radio Instruction. This project seeks to supplement the in-school instruction of the new PCAR with scripted radio programs and complement the introduction of the new curriculum. Having just begun operations a few months ago, interactive radio instruction (IRI) is a new addition to externally funded education assistance. The current programming consists of daily 1-hour programs, broadcast twice and directed to Standard 1. As the name suggests, the lessons are intended to model interactive instruction to teachers and students, employing colorful characters and a variety of modes to engage learners. The project has supplied at least one Freeplay hand-crank radio to every school in the country (10,000 total). Outreach coordinators tour the country, ensuring that the radios are used.

As a complement to the PCAR curriculum, IRI is considered integrated with MoEST's programming. The responses to the programs have been consistently positive both from teachers and MoEST staff, although some teachers commented that the early morning schedule was not optimal. Interviews established that teachers regularly air the programs in their Standard 1 (and sometimes Standard 2) classes and affirm their popularity among pupils, as they mentioned it as one of the factors motivating them to attend classes. The radios were available and accessible in the visited schools. While the development of programming and the use of the radio format are now on firm footing, the broadcasting mechanism is less assured. Project officials reported uncertainty about the ability to maintain a broadcasting relationship with Malawi Broadcasting Corporation (MBC) on financial grounds. If the project loses its guaranteed MBC time slot, there is the possibility of transmitting the broadcasts on the country's many community radio stations.

Current USAID international and local implementation partners in Malawi include but are not limited to: American Institutes for Research (AIR), Academy for Education and Development (AED), Education and Development Center (EDC), Save the Children (SC/US), World Learning, Inc., and CRECCOM.

U.S. Department of Agriculture/World Food Programme expanded school feeding project. The school feeding project aims to provide 635,000 children with a daily meal in schools from January 2008 to December 2011. The effects of school feeding were clearly visible in higher female attendance in schools with such programs. Total funding for this is \$19.5 million through the McGovern-Dole International Food for Education and Child Nutrition Program. Within the USAID/Food for Progress project with Humana People to People/DAPP project, one of the main activities is to support teacher training for 3 years; specifically, the training of 330 rural primary school teachers at DAPP's TTCs, as well as

construction and startup operations of a new TTC in the Shire Highlands. USAID supports this project with \$9.4 million per year.

Appendix 6: Persons Contacted

USAID

Marisol Perez, Education Team Leader
Ramsey Sosola, Program Management Specialist
Florence Nkosi, Program Management Assistant
Aly Cameron, Health Team Leader
Lilly Banda-Maliro, Reproductive Health Specialist/Deputy Team Leader
Humphreys Shumba, HIV/AIDS Prevention Specialist
Mamadi Yilla, PEPFAR Coordinator
Curt Reintsma, Mission Director
Richard Kimball, GDO/Deputy Director
Patrick Wesner, Program Officer

MoEST

Anthony Livuza, Principal Secretary for Education
Dr. Fadeson Augustine Kamlongera, Director of Planning
MacKnight Kalanda, Director of Basic Education
Matilde G. Kabuye, Head of the Education Methods Advisory Service
Martin Munthali, Director, EMIS
Rosemary Mgalande, former Head of DTED
Rafaal Agabu, Chair of the PCAR Working Group

MoEST related

Charles Gunsaru, Director of the Malawi Institute of Education
Principal, Lilongwe Teacher Training College

Ministry of Local Government

Stewart Ligomeka, Director of Local Government Services

National AIDS Commission

Bridget Chiwaula, Director of Policy and Programs

Education Development/Donor Partners

Simon Mphisa, Senior Education Advisor, UNICEF
Laura Collins, Education Officer, UNICEF
Sandra Barton, Education Advisor, DFID
Mumo Mtatandala, Assistant Education Advisor, DFID
Amelia Muyco, Education (Finances), DFID
MacPherson Jere, Education Specialist, CIDA
Ken Longden, Senior Education Advisor, Non-Formal BE, GTZ
Shingo Fujiwara, JICA
B. Kunene, African Development Bank
Lindsay Howard, PCAR Technical Advisor

USAID EDUCATION IMPLEMENTING PARTNERS

Simeon Mawindo, COP, Malawi Teacher Training Activity (MTTA) & (PSSP)
Cassandra Jesse, Deputy COP, Primary School Support Program (PSSP)
Lester Namathaka, Sr. Technical Advisor, MTTA/Director of Education, Save the Children
Simon Richmond, COP, IRI-Tikwere PCAR Radio Support
Carrie Lewis, Technical Advisor, Tikwere/IRI
Fahim Akbar, Senior Technical Advisor, EMIS Support Activity
Dr. Chrissie Mwiyeriwa, Program Manager, Safe School Project (SSP)
Martha Saldinger, Regional Program Manager, Ambassador's Girls' Scholarship Program (AGSP)
Zikani Kaunda, Project Manager, AGSP/Executive Director, CRECCOM

CIVIL SOCIETY and other Major Education Organizations/NGOs

Lexon Ndalama, Executive Director, Association of Christian Educators in Malawi (ACEM)
Julie Juma, Coordinator Commonwealth Education Fund, Action Aid
Wells Sakala, World Vision
Lucy Mwenda, Program Manager, Plan International
Esther Msowoya, Coordinator, FAWEMA

Appendix 7: Assessment Activity Schedule

The Activity Workplan is the scheduled implementation of the Assessment Plan. The activities below are scheduled to accomplish the objectives and deliverables expected for the Education Assessment. Adjustments made to the schedule will be done in consultation with the USAID Education SO. The Workplan will be updated on a weekly basis and will serve as the activity log of the team as activities are completed.

Dates	Day	Activities
24Jan	Th	Team arrivals
25	F	Team arrivals; meeting with USAID SO and MoEST Dir of Planning
26	S	Team meeting, document reviews
27	S	Team arrivals; meeting with USAID SO
28	M	Meeting with USAID Education and Health SOs, EXO, telcon w/USAID/W; consultation w/DFID Consultant
29	T	Meeting with USAID Executive members; consultation with CIDA, GTZ; deliver Assessment Plan to USAID
30	W	Meeting with MoEST PS; consultation with UNICEF, GTZ; deliver Workplan to USAID; deliver instrumentation to USAID (national level interview guides)
31	Th	Consultations with MoEST representatives; confirmation of case study sites; drafting data collection instruments for district level representatives
1 Feb	F	Data collection in <i>Dowa</i> (district level representatives)
2	S	Documentation review; drafting data collection instruments for school and community-level representatives; meeting with UNICEF Girls' Education Evaluation Consultant
3	S	Documentation review; deliver instrumentation to USAID (district, school, and community-level interview guides); travel to <i>Mzuzu</i>
4	M	Field data collection in <i>Rumphi</i> (district representatives)
5	T	Field data collection in <i>Rumphi</i> (school and community-level representatives)
6	W	Travel to <i>Lilongwe</i> ; consultations with donor/program representatives
7	Th	Consultations with donor/program representatives, TTC in <i>Lilongwe</i>
8	F	Field data collection in <i>Dowa</i> (district, school and community-level representatives)
9	S	Travel to <i>Zomba</i>
10	S	Work day/rest day
11	M	Consultations in <i>Zomba</i> (USAID partners, MIE, TTC); travel to <i>Blantyre</i>

12	T	Field data collection in <i>Phalombe</i> (district level representatives); MCDE/Blantyre
13	W	Field data collection in <i>Phalombe</i> (school and community-level representatives); travel to <i>Mangochi</i>
14	Th	Field data collection in <i>Mangochi</i> (district level representatives)
15	F	Field data collection in <i>Mangochi</i> (school and community-level representatives)
16	S	Travel to <i>Lilongwe</i> ; write notes and results
17	S	Work day/rest day
18	M	Field data collection in <i>Mchinji</i> (HIV/AIDS and Decentralization); Write notes and results; follow-up consultations in Lilongwe
19	T	Draft report writing; follow-up consultations in Lilongwe
20	W	Draft report writing; follow-up consultations in Lilongwe ;
21	Th	Preparation for dissemination workshop; Debriefing with USAID/Malawi;
22	F	Dissemination workshop with all stakeholders at MIM
23	S	MoEST Dir of Planning debrief; S. McLaughlin departs
24	S	L. Broomhall departs
25	M	Meeting with USAID Mission, Regional and DC representatives
26	T	Draft report delivered to USAID; H. Williams depart
27	W	V. Karki departs

Notes:

1. "District Level" data collection includes representatives of the Division, District Assembly, TTC, TDC, and DEM.
2. "School and Community-Level" data collection includes school head teachers and teachers, students, SMC/PTA members

Appendix 8: Dissemination Workshop: Agenda and Participant List

Malawi Education Assessment: Dissemination Workshop

Agenda

Malawi Institute of Management (MIM)

Friday, February 22, 2008

8:30 a.m.-3:30 p.m.

Participants: MoEST, Education Donor and Sector Partners

Lead Facilitators: Dr. Howard Williams, Macro, and Dr. Joseph Chimombo, CERT

Activity	Time	Description
Opening	8:30-9:00	Workshop Opening: Welcome, Introduction/Workshop Purpose, Agenda and charge to the group
Plenary	9:00-10:00	Overall Findings Overview: Brief Methodology Review, Findings, Draft Recommendations; Q&A
Working group sessions (concurrent)	10:00-10:30	Work Groups by Program Area*: 1. Teacher Professional Development 2. HIV/AIDS/NFE 3. Decentralization/EMIS (incl. Civil Society, school environment) # gender will be cross-cutting
Break	10:30-10:45	
Working group sessions (concurrent)	10:45-12:30	Work Group Discussions (continued)
Lunch	12:30-1:30	Lunch
Working group sessions (concurrent)	1:30-2:30	Work Group Discussions Wrap-up and Report Outs
Break	2:30-2:45	
Plenary	2:45-3:30	Report Outs (continued), Conclusions: Shaping the overview; Next Steps, Workshop closing.

*-A facilitator and reporter will be appointed by the Chairperson for each group. The Macro/CERT team members will serve as resource persons. Each working group will have a set of bulleted findings for their topic, for reference, and a set of questions to be addressed by the group.

**Malawi Education Assessment:
Dissemination Workshop**

Participants	Organization
Archangel Clunkunda	USAID/Malawi
S.B.J. Chirembo	Mzuzu University
Marisol Perez	USAID/Malawi
Ramsey Sosola	USAID/Malawi
Florence Nkosi	USAID/Malawi
Dixie Bauda	Chancellor College
Dan Kitto	FAWEMA
Jack Chaliak	MARCEB
Georg Mades	GTZ
Momo Duering	GTZ
Charles Gunsaru	MIE
Hillary Namanje	MoEST
Fahim Akbar	MoEST
Charles Matehuta	JICA
Oscar Maganza	MoEST
Matilda Kabuye	MoEST
B. Mjojo	MoEST
Melia Maganga	MoEST
C.C. Mussa	MoEST
O. Mprida	MoEST
M. Polepole	CIDA
T. Nyasulu	JICA
Mumo Matandawa	DFID
Felix Makoko	MoEST/GTZ
Joseph Chimombo	CERT
Grace Chiuye	CERT
Stephen McLaughlin	Macro
Vishnu Karki	Macro
Lori Broomhall	Macro
Howard Williams	Macro