XD-ABD-383-A

APPENDIX 3A, Attachment 1
Chapter 3, Handbook 3 (TM 3:43)

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete)
Amendment Number
DOCUMENT CODE: 3

COUNTRY/ENTITY: Malawi
3. PROJECT NUMBER: 612-0237
4. BUREAU/OFFICE: AFR 06
5. PROJECT TITLE (maximum 40 characters): Girls' Attainment in Basic Literacy/Ed
6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 09 DD 30 YY 96
7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 91 B. Quarter 4 C. Final FY 91

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 91 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(6,000)	( )	(6,000)	(6,000)	( )	(6,000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country						
Other Donor(s)						
TOTALS	6,000		6,000	6,000		6,000

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DFA						6,000		6,000	
(2)									
(3)									
(4)									
TOTALS						6,000		6,000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)
11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)
A. Code
B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To increase girls' attainment in basic literacy and education.

14. SCHEDULED EVALUATIONS
Interim MM 10 YY 93 MM YY Final MM YY

15. SOURCE/ORIGIN OF GOODS AND SERVICES
☐ 000 ☒ 941 ☒ Local ☒ Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

Controller Clearance: [signature]

17. APPROVED BY
Signature: Carol A. Peasley [signature]
Title: Mission Director
Date Signed: MM 03 DD 09 YY 91

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
MM DD YY

PROJECT AUTHORIZATION

Name of Country: Malawi

Name of Project: Girls' Attainment in Basic Literacy and Education Support Project

Number of Project: 612-0237

1. Authorization. Pursuant to Chapter 10 of Part I of the Foreign Assistance Act of 1961, as amended, and Title II of the Foreign Operations, Export Financing and Related Program Appropriations Act, FY 1991, under the heading "Sub-Saharan Africa, Development Assistance," I hereby authorize the Girls' Attainment in Basic Literacy and Education Program Support Project (the "Project") for the Republic of Malawi (the "Cooperating Country"), involving obligation of $6,000,000 in grant funds, to help in financing foreign exchange and local currency costs for the Project. The planned life of the Project is five years from the date of initial obligation.

2. Purpose. The Project consists of assistance to the Cooperating Country to support policy reforms and other activities designed to improve girl's attainment (defined as access, persistence, and completion) in primary education (the "Project").

3. Essential Terms and Conditions. The Project Grant Agreement, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the Project shall have their source and origin in the United States, in the Cooperating Country, or in countries included in Geographic Code 935, except as A.I.D. may otherwise agree in writing.

Except for ocean shipping and air transportation and travel services to or from the U.S., the suppliers of commodities or services shall have the United States, the Cooperating Country, or other countries included in Geographic Code 935 as their place of nationality, except as A.I.D. may otherwise agree in writing.

Ocean shipping financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States or Code 935 countries. Air travel and transportation services to and from the U.S. shall be financed only on U.S. flag air carriers to the extent they are available. Procurement of commodities and services of U.S. source, origin and nationality shall be maximized to the extent practicable.

Carol A. Peasley DATED: 30 Sept. 1991

Carol A. Peasley
Mission Director
USAID/Malawi

Drafted by: C.Brown,RLA_____
Date: 20 Sept 91

Clearances:	JLarcom, EDO		Date:	9/30/91
	RMahoney, PAE		Date:	9/27/91
	TLofgren, PDO		Date:	9/27/91
	RAmin, CONT		Date:	9/28/91
0391B	KRRikard, DD		Date:	9/30/91

Acronyms and Abbreviations

ABEL	Advancing Basic Education and Literacy
ADF	African Development Fund/African Development Bank
ADMARC	Agricultural Development and Marketing Corporation
AIDS	Acquired Immune Deficiency Syndrome
A.I.D.	Agency for International Development
A.P.I.	Assessment of Program Impact
CCAM	Chitukuko Cha Amai m'Malawi (National Womens' Group)
CDA	Community Development Assistant/MOCS
CDSS	Country Development Strategy Statement
CER	Center for Education Research
CIDA	Canadian International Development Agency
CPSP	Country Program Strategy Plan
CY	Calendar Year
DEO	District Education Officer
DEVPOL	Statement of Development Policies, 1987-1996
DFA	Development Fund for Africa
DHS	Demographic and Health Survey
DPMT	Department of Personnel Management and Training
EFA	Education for All
EPD	Economic Planning and Development Office
ESA	Eastern Southern Africa
FUA	Fund Unit of Accounts (ADF Currency)
FY	Fiscal Year
GABLE	Girls' Attainment in Basic Literacy and Education
GDP	Gross Domestic Product
GOM	Government of Malawi
HCW	Homecraft Workers/MOCS
HPN	USAID's Health, Population and Nutrition Office
HRD	USAID's Human Resources Development Office
ICB	International Competitive Bid
IDA	International Development Agency/World Bank
IMF	International Monetary Fund
IQC	Indefinite Quantity Contracts
JCE	Junior Certificate of Education
K(MK)	Malawi Kwacha
KAP	Knowledge, Attitude and Practice
MANEB	Malawi National Examination Board
MASTEP	Malawi Special Teacher Education Program
MCDE	Malawi College of Distance Education
MCE	Malawi Certificate of Education
M&E	Monitoring and Evaluation
MED	Malawi Enterprise Development (USAID Project)
MFY	Malawi Financial Year (April-March)
MIE	Malawi Institute of Education
MIS	Management Information System
MOCS	Ministry of Community Services
MOEC	Ministry of Education and Culture

MOF	Ministry of Finance/Treasury
NCWID	National Commission on Women in Development
NPA	Non-Project Assistance
NGO	Non-Governmental Organization
PA	Project Assistance
PAAD	Program Assistance Authorization Document
PAE	USAID's Program, Analysis and Evaluation Office
PAIP	Program Assistance Initial Proposal
PFP	Policy Framework Paper
PID	USAID's Project Implementation and Development Office
PIU	Project Implementation Unit/MOEC
PSC	Personal Services Contractor
PSIP	Public Sector Investment Program
PSLC	Primary School Leaving Certificate
RADECO	Radio-Assisted Community Basic Education
RCMO	Regional Contract Management Officer
REDSO	Regional Economic and Development Services Office
REO	Regional Education Office(ers)
S&T	Science and Technology Bureau
TA	Technical Assistance
TFD	Theatre for Development
TTC	Teachers' Training College
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

GABLE's overall objective is to increase girls' attainment (defined as access, persistence, and completion) in primary education. Achievement of this objective, along with improvements in primary education generally, is constrained by a shortage of funds in the education sector and by widely held attitudes which place a low value on the education of girls. Other constraints include: inefficient use of resources; lack of classrooms, teachers, learning materials, and an appropriate curriculum; lack of an effective quality control mechanism at national, district and classroom levels, and absence of an effective lobbying force.

GABLE will provide $20 million in grant assistance to support Government of Malawi (GOM) efforts to address these constraints. The $14.0 million cash grant will enable the GOM to increase its budgetary support and implement reforms in areas where there is agreement between USAID and GOM, and where government has the technical capacity to implement reforms. The $6.0 million in projectized support will be for activities that require technical assistance and guidance over the five-year life of GABLE.

Budget support in the form of three cash grant tranches (of $4 million, $5 million, and $5 million over the first three years of the program) will be provided to the Ministry of Education and Culture (MOEC) in support of a program to improve primary education. The GOM under GABLE will:

(a) provide increased budgetary resources to the education sector and the primary education subsector;

(b) build more classrooms and teachers' houses;

(c) train more teachers through better utilization of teacher training colleges;

(d) provide more learning materials at lower cost to students through competitive procedures for procurement and distribution;

(e) increase the efficiency of primary education by reducing repetition in all standards;

(f) encourage girls' attainment levels in primary school by waiving the fees of girls who do not repeat and by introducing a gender-appropriate curriculum.

Projectized assistance will be used to:

(a) provide technical assistance to plan and coordinate GABLE activities;

(b) carry out studies related to the improvement of primary education;

(c) provide technical assistance to the Malawi Institute of Education to develop, test and implement gender-appropriate curricula and learning materials for primary education, teacher training colleges and inservice training programs;

(d) provide technical assistance to a consortium of organizations to develop, test and implement a national campaign to change attitudes about the importance of girls' primary education;

(e) evaluate the need for "radio" schools to reach out-of-school children in communities without formal schools; and

(f) develop and implement a monitoring and evaluation system for GABLE.

POLICY MATRIX

Overall Objective: To increase girls' attainment in basic education.

Supporting Objective A: Increase long-term financial resource base and internal efficiency of the education sector.

Program Area	Year 1/Tranche 1	Year 2/Tranche 2	Year 3/Tranche 3	Year 4	Year 5	Program Indicators	Impact Indicators
A.1 a. Increase education's relative share of GOM budget.	Allocation of 13.5% of total GOM budget to the education sector in 1991/92.	Allocation of 15% of total GOM budget to the education sector in 1992/93.	Allocation of 16.5% of total GOM budget to the education sector in 1993/94.	Allocation of 17.5% of total GOM budget to the education sector in 1994/95.	Allocation of 18.5% of total GOM budget to the education sector in 1995/96.	Increase education's share of total GOM budget from 13.5% in 91/92 to 16.5% in 93/94 and 18.5% in 95/96.	Increased supply of teachers, classrooms, and materials.
A. 1.b. Increase primary education's relative share of GOM education budget.	GOM allocation to primary education 35% of education budget in 1991/92.	GOM allocation to primary education 39% of education budget in 1992/93.	GOM allocation to primary education 43% of education budget in 1993/94.	GOM allocation to primary education 47% of education budget in 1994/95.	GOM allocation to primary education 51% of education budget in 1995/96.	Increase primary education's share of GOM budget from 35% in 91/92 to 43% in 93/94 and 51% in 95/96.	Increased supply of teachers, classrooms, materials.
A.2. Reduce repetition rates in primary schools.	MOEC plan for registration of all primary students to reduce repetition.	Registration for all primary students completed.	Implementation of repetition policy by 93/94 school year.	Repetition targets for year 4 met.	Repetition targets for year 5 met.	Continuing registration of all primary students. 1988/89 repetition rates reduced by 25% in each standard.	Reduce cycle costs by 5.0% per primary student (SB).

Supporting Objective B: Improve the quality of primary education.

Program Area	Year 1/Tranche	Year 2/Tranche	Year 3/Tranche 3	Year 4	Year 5	Program Indicators	Impact Indicators
B.1 Increase the number of classrooms and teacher houses.	MOEC (PIU) submission of construction plan for all donors and GOM with urban/rural and regional breakdown with annual targets.	Year 2 targets met.	Year 3 targets met.	Year 4 targets met.		Increase number of rural classrooms by 300 and teacher houses by 75.	Improve student/classroom ratio from 86:1 in 1991 to 60:1 in 1996.
B.2 Increase the usage of available classrooms.		Study for double shifting in urban schools completed and pilot begun. Multi-grade study completed.				Use of double shifting in urban schools.	Increased classroom utilization.
B.3 Increase the supply and lower cost of learning materials at primary schools.		Plan to introduce competitive procurement of supply and distribution of materials.	Initiate competitive procurement of supply and distribution of materials.			Reduce delivered costs of materials by 15%.	Increase exercise book/pupil ratio from 2:1 to 4:1 by 1996.
B.4 Increase utilization of teacher training colleges (TTCs).	MOEC plan for over-recruitment and incorporation of day students in teacher training colleges.	Increase TTC utilization to 95% capacity for boarding students.	Increase TTC utilization through admission of day students.			Increase TTC student/teacher ratio from 16/1 to 24/1.	Improve primary student/teacher ratio from 67:1 in 1991 to 63:1 in 1996.

Supporting Objective C: Improve girls' access to and quality of education.

Program Area	Year 1/Tranche 1	Year 2/Tranche 2	Year 3/Tranche 3	Year 4	Year 5	Program Indicators	Impact Indicators
C.1 Social campaign to improve perceptions of the value of girls' education, and increase timely enrollment and persistence.		Social mobilization task force established.	Pilot activity completed.	National campaign designed and introduced.		Statistically significant improvement in KAP indicators.	Increase girls' enrollment from 44.6% in 1991 to 47.7% in 1996.
C.2 Finance school fee waivers for non-repeating girls from standards 2-8.		National school fee waivers for non-repeating girls in effect.				Reduce % of girls repeating by 2% per year.	Increased retention of girls in school. Targets as above.
C.3 Establish a gender-appropriate curriculum.	Develop guidelines for a gender-appropriate curriculum for use in primary schools (Stds 2-8), TTCs and in-service training.	Gender unit at MIE operational.	Produce and test revised curriculums in pilot schools and in selected TTCs and in-service programs.	Evaluate and further modify curriculum.		MOEC implementing gender-appropriate curriculum in standards 2-8, in TTCs and in in-service training.	Increased retention of girls in school. Targets as above.
C.4 Increase proportion of girls in secondary school.	MOEC agrees to take actions to increase % of girls in secondary schools to 33%.	Study on improving % of girls in secondary schools completed.	Satisfactory MOEC progress toward 33% target.			Girls account for 33% or more of secondary enrollment in year 5.	Increasing numbers of girls as percentage of secondary enrollment.

BACKGROUND

Macroeconomic Setting

Malawi remains one of the poorest countries in Africa despite periods of economic growth. From independence until the late 1970s economic growth was rapid, clearly exceeding the average for non-arid, low-income sub-Saharan countries. Contributing to this economic success were pragmatic policies that included a strong rural bias, relatively liberal trade and exchange rate regimes, appropriately priced capital and labor, domestic resource mobilization, conservative fiscal and monetary policies producing relatively low inflation, limited government intervention in the economy, and substantial external assistance. This growth, however, was fueled by the estate sector of agriculture. There has been little growth, conversely, in customary-tenure agriculture which provides the livelihood of the majority of Malawians.

Malawi's economy was severely affected by the second oil shock of 1979, deteriorating terms of trade, drought in 1981, and intermittent disruptions in external transport routes through Mozambique. As a result, economic growth slowed and came to a halt. Government experienced large fiscal and balance of payment deficits that had to be met through increased foreign borrowing. In 1981, Government of Malawi (GOM) in conjunction with the World Bank and IMF, initiated the first adjustment program geared toward supporting balance of payments problems. Economic growth resumed in 1982. However, in 1984, the economic situation became worse as new shocks hit Malawi's economy. The transport routes through Mozambique were completely cut-off, terms of trade continued to deteriorate, and the fiscal budget deficit burgeoned as a result of increased expenditures on security and an unprecedented influx of Mozambican refugees. In response, GOM tightened foreign exchange allocation mechanisms, along with direct controls on prices and credit. Unfortunately, direct government intervention only reduced the crucial role formerly played by the private sector in Malawi's buoyant economy of the 1970s.

Efforts in Structural Adjustment: Beginning around 1987, the GOM changed its approach to adjustment, and liberalized the foreign trade regime, the incentive system and credit mechanisms. In return, Malawi received substantial support from the donor community. Growth re-emerged in 1988 and accelerated to an estimated 4.8% in 1990, well above Malawi's rapid population growth of about 3.2% per annum.

However, two serious problems persist with Malawi's adjustment process. First, despite the widely-approved macroeconomic and structural reforms of the last three years, the productive structure of the economy has not changed since the start of the 1980s. Macroeconomic improvement has been achieved by fiscal and monetary restraint, not expenditure switching. Second, fiscal targets have made it difficult for Government to increase expenditures in social sectors and to redress previous imbalances.

Donor Support for Structural Adjustment: Malawi's current adjustment efforts are laudable and are strongly supported by the donor community. Currently, Malawi has an Enhanced Structural Adjustment Facility agreement with the IMF, and has received three structural adjustment loans from the World Bank. Support is also received from the African Development Fund/Bank, UNDP, European Community, other multinational sources and most major bilateral donors.

Education Sector/Primary Education

This section includes brief descriptions of the educational system and governmental policies and priorities in education. The overview is followed by baseline observations on primary school access, equity, internal efficiency, and quality.

The Education Sector's Structure: Malawi's schools follow a modified British pattern, with eight years of primary school, four years of secondary school and four years of university. The primary school cycle, including junior primary (Standards 1-5) and senior primary (Standards 6-8) divisions, leads to a Primary School Leaving Certificate (PSLC). At the secondary level, successful completion of the first two years entitles the student to a Junior Certificate of Education (JCE). A graduate of the last two years of secondary school is given a Malawi Certificate of Education (MCE).

The Ministry of Education and Culture: The educational system remains highly centralized. The Ministry of Education and Culture (MOEC), with headquarters in Lilongwe, must approve individual teacher leaves, salary advances, and disciplinary actions. Three Regional Education Officers (REOs) and 28 District Education Officers (DEOs) assist with the posting of teachers, delivery of teachers' salaries, inspection of schools, distribution of textbooks and the ordering and distribution of other educational materials. As the major link between local primary schools and the national educational system, DEOs are responsible for collecting school fees from primary schools.

Some grassroots support is provided by village development or school committees. These vary in their commitment to education and ability to mobilize resources for local primary schools. Ideally, the committees build classrooms and teachers' houses, purchase instructional supplies, and supplement teachers' salaries.

Government Objectives for Education: The current ten-year development plan (Statement of Development Policies 1987-1996) states major goals for the primary school sector. They include: increasing net enrollment, phasing out primary school fees for standards 1-4, strengthening infrastructure through increased provision of classrooms, teachers' houses, desks, textbooks, teachers' guides, and other instructional materials, and improving the quality of teaching through curriculum reform and better teacher training.

In its Action Plan developed for the Education for All Conference in 1990, the Government of Malawi targeted a net enrollment rate of 75%, and a reduction in the pupil:teacher ratio from 70:1 to 50:1 by 1995. It also affirmed its intention to admit no children under 6 years of age to Standard 1 and to reduce the primary school repetition rate. Acknowledging that wastage of girls was a particular problem, the Plan also indicated that the Government was interested in campaigns to encourage girls to stay in school.

In practice, the Government's commitment to education has been uneven. In comparison with other countries in the region, education spending is low. However, the Government has indicated its willingness to increase its education budget. It has already made a commitment to finance new expenditures in some areas: a per pupil fund for textbook replenishment; long-term recurrent costs for 4,500 new teachers being trained in the World Bank Malawi Special Teacher Education Program (MASTEP), and a portion of the expenses for restructuring the national primary school leaving exam and for revising primary school curriculum.

The draft Policy Framework Paper (PFP), 1991/92 - 1993/94 prepared by the GOM in collaboration with the IMF and World Bank is the most recent document that outlines the government's medium term macroeconomic development strategy and sectoral policies. The following paragraphs from the PFP on the education sector summarize GOM intentions for primary education:

> The Government will build upon its Second Ten-Year Education Plan for 1985-95, with the support of the World Bank, AfDB, and other donors critical for its full implementation. The Government's strategy is aiming toward enhanced access to improved education and efficiency of education management, with emphasis on expansion and quality enhancement of primary education. Consequently, the Government will increase the budgetary allocation for education from 11 percent in the mid 1980s to 15 percent in 1991/92 and to 15.5 percent in 1992/93. The emphasis of Government's program will be on day schools, the sciences and technical skills, teacher training and provision of teaching materials, curriculum reform, and a reduction in primary school dropout rates. Special attention will be paid to increased access and retention rates for girls.
>
> Following on recent improvements of the quality of teaching methods, curricula, and physical facilities, the Government will, during 1991/92: (i) implement the first phase of the decentralization of the Ministry of Education; and (ii) introduce new regulations regarding repetition in primary schools;...

Access and Equity: The MOEC estimates that only 53% of school-aged children (6-13) are attending school.[1] The net enrollment rate for girls is even lower - 44.6%. Large numbers of pupils, particularly girls, drop out of school every December when school fees are due, indicating that tuition is a major barrier to

[1] The economic analysis uses ever lower enrollment figures, i.e., 49% of school age children in school in 1991.

larger enrollments. Annual costs for junior primary school are K3.50 (US$1.38) in rural areas and K5.50 (US$2.17) in urban areas. For senior primary school, these fees increase by K2. Poorer Malawians, the majority of whom are subsistence farmers, find these expenses difficult to meet.

The MOEC hopes to attain a net enrollment ratio of 75% by 1995. To encourage this, the Ministry is considering a plan to eliminate school fees for Standards 1-4. A major concern is that this could bring about an influx of new pupils that would erode the quality of the educational system still further. While the enrollment targeted is certainly desirable, it is important that it not be achieved at the expense of other aims, such as system efficiency and the improvement of school quality.

Internal Efficiency: Fifty percent of the children who enter school will most likely leave before they finish Standard 4. The problem is particularly acute between Standard 1 and 2 when about a third of the pupils drop out of school. Dropout rates are highest at lower standards and taper off to less than 10% by Standard 5. While the statistics provide a sobering picture of primary education for all pupils, they are especially disturbing for girls. Only fifteen percent of girls (and 21% of boys) who enter primary school make it to Standard 8. Four percent of girls who entered primary school (8% of boys) will find places in secondary school.

Repetition rates follow a pattern similar to those of dropout statistics. About 25% of pupils repeat in Standard 1. This rate declines to less than 10% by Standard 5. Repetition becomes a major problem again in Standard 8 with a rate of 48%. Pupils often repeat several times, with the expectation that this will enhance their chances of passing the Primary School Leaving Exam with a score high enough to gain a place in secondary school. To discourage multiple repetition at Standard 8, the MOEC will introduce a new secondary school admission policy in 1992. Seventy-five percent of those admitted to secondary school will be pupils who have never repeated Standard 8. An additional 20% will be accepted from a pool of one-time repeaters, while the last 5% will be multiple repeaters. Under this plan, each Standard 6 student will be assigned a student identification number that will be used to track them and record their PSLC exam scores.

Although the MOEC's new policy will reduce repetition in the upper standards, it will not affect lower primary standards where the problems of repetition are also large. Repetition contributes to large class size that has an adverse affect on school quality. At present, the system supports 17 years of primary education for every Standard 8 graduate produced. (Some estimates are considerably higher.) If the system were more efficient, many more primary graduates could be educated for about the same cost.

Internal efficiency can also be measured by pupil achievement. Every year Standard 8 pupils sit for the Primary School Leaving Examination. In 1988, 95,631 boys and girls took the exam. The pass rate for girls was 58% compared to 70% for boys.

School Quality: The need for additional teachers is great. The current pupil:teacher ratio of 1:67 represents a significant deterioration since 1970 when it was 1:41. This ratio varies widely, depending on the geographic region and the standard level. All five of the primary schools visited as part of the GABLE design had over 100 students in Standard 1. Two of these classes initially had over 200 students enrolled when school opened in October. This is typical of the early standards, whereas in the upper primary standards, particularly in rural schools, a class may have only 15 or 20 pupils.

A greater supply of teachers would improve the ratio while also upgrading the quality of learning. If a ratio of one trained teacher per fifty primary pupils is to be attained by 1995, an additional 5,749 teachers will be needed. This assumes that teacher training colleges are used to capacity and that 95% of their students actually become teachers.

Currently there are eight primary teacher training colleges (TTCs). Six are public and two are run by the Roman Catholic Diocese. Seven of them offer a 2-year course. Although they have the capacity to graduate 1,650 teachers/year, they are currently producing only 1,300 graduates/year because of under-enrollment. This has been a recurrent problem recently despite an increasingly large pool of applicants (over 13,000 in 1988/89). In 1988/89 more than 568 places were unfilled. The problem arises from inefficient recruitment of students. Because of the large number of vacancies, TTCs have an inefficient teacher:student ratio of 1:16. One solution is to over-recruit from the applicant pool.

To increase its teaching force rapidly, the MOEC has introduced two new teacher training programs. The first is a one-year course at Domasi Teacher Training College to up-grade the skills of untrained teachers. A second, the World Bank-funded Malawi Special Teacher Education Program (MASTEP) that began in 1990, was designed to train 4500 new teachers in three years' time through a combination of residence and distance instruction. (Although MASTEP originally recruited 4500, the number has shrunk to 4405.) After an eight-week introductory course, held at teacher training colleges during their long recess, these trainees began working as salaried teacher in primary schools in 1990. During the school year, they will receive correspondence instruction and attend occasional workshops. They return to TTC campuses for further education during the primary schools' long vacation (July-September).

The ratio of classrooms to pupils, 1:87, is even larger than the teacher:pupil ratio. The World Bank estimates the present shortage of classrooms to be 10,000. In urban areas, where classroom:pupil ratios reach 1:120, a staggered shift system has been introduced in some crowded schools. Pupils are grouped into two sessions scheduled to overlap during the middle of the school day. However, even with staggered shifts, some standards meet outside under the trees. Classroom congestion is reduced for part of the school day, but little learning takes place during rainy weather when both sessions must crowd inside together. Since the four-month rainy

season overlaps with the school year, non-productive school time in staggered shift schools is virtually guaranteed by the weather and the shortage of classrooms.

The shortage of classrooms is due to a lack of funding. The MOEC, which supervises classroom construction, relies almost entirely on donor funds for this. In rural communities, residents often participate in the construction process by supplying bricks and labor. For these classrooms, the World Bank is funding doors, windows, roofing materials and the services of a local builder, contracted to supervise the actual building. The process is managed by the Project Implementation Unit (PIU), a division of MOEC's Planning Unit. Because of coordination problems, progress has been slow and frustrating for rural communities.

Although the MOEC does provide some learning materials for pupils, it is constrained by a tight budget. Real expenditures per pupil declined over 50% from 1980 to 1989 (K 1.39 to K.61). In theory, there should be one text per two pupils for each core subject. Classroom observers report that this is seldom the case. As part of the World Bank's Second IDA Education Sector Credit, the GOM agreed to make an earmarked budgetary allocation of K2 per pupil for replenishing primary school texts. Yet in 1990/91, actual allocations for texts (an estimated K1.45) fell short of this target.

Exercise books also are undersupplied. DEOs use K1.50 of student fees (K3.50) to order exercise books and other school supplies such as blackboard paint and chalk. At current prices, they are only able to afford at most two exercise books per student per year which is inadequate given the number of subjects taught.

Because the final PSLC examination controls access to secondary school admission, the curriculum in Malawi has largely been "exam driven." Classes, even in the early standards, tend to emphasize memorization. However, the large pre-Standard 8 attrition rate and other factors have persuaded the Government to revise the curriculum in keeping with two goals: helping pupils acquire functional literacy and numeracy, and preparing them for life in their communities. The number of subjects will be reduced from 12 to 8 for junior primary school and from 15 to 11 for senior primary. This curriculum is in the process of being developed and will be introduced nationwide year by year, beginning with Standard 1 in 1993.

Other Donor Assistance

The GOM has in the recent past repeatedly stated its commitment to increasing the resource allocation to the education sector. In particular, Government has stated its commitment to increased financing of high-priority programs in primary education. However, Government also recognizes that its ability to achieve its objectives is limited without considerable donor input.

The primary education subsector has not hitherto been a major recipient of donor support. Its pressing needs have, until the recent past been more or less overlooked by the main donors in Malawi. The government is facing tremendous problems in increasing the coverage and access of primary education, as well as its quality and efficiency. This section summarizes the key donor support to the education sector in general and primary subsector in particular.

Generally speaking, there has been satisfactory implementation of donor-supported projects in education, showing that the sector has the capacity to absorb external assistance.

The World Bank: The World Bank is by far the largest donor in the education sector. The Bank has provided 7 loans to the GOM since 1967, totalling US$ 175 million. Bank lending in the sector has focused mainly on supporting the primary and secondary levels, including technical education. Apart from problems in introducing technical subjects into secondary schools, and management and organizational problems with respect to the self-help primary school construction scheme, implementation of the Bank's projects was satisfactory. The Bank has recently provided three credits:

- **Fifth Education Project - terminated in September 1990:** This credit funded the construction of three new TTCs and one TTC expansion which brought the total student capacity at the country's eight TTCs to 3,480. This credit also funded two years of long-term technical assistance to assist Malawi National Examination Board (MANEB) in revising its examinations. Improvement of the examination system was carried over into the First Sector Credit.

- **First Education Sector Credit - terminates 1993:** The first sector credit provides a total of 27 million dollars of which 10.5 million is being spent in primary education. This credit is intended to support the following: (1) furnishing and equipping of 1,500 new or replacement classrooms, and about 750 houses; (2) one bicycle, one motorbike for each of the 28 districts for primary school supervision; (3) improving the examination system by providing adequate office and computing facilities; (4) MK4 million worth of textbooks; (5) development of a special teacher training program for in-service training of an extra 4,500 teachers.

- **Second Education Sector Credit - agreement signed in April 1990:** This credit will provide a total of $36.9 million over a five-year period. The aim of this credit is to strengthen a number

of institutions within the education section. At the primary level, the Credit will fund the following: (1) curriculum revision, materials development and in-service training at MIE; (2) the development, production, and distribution of a new series of teachers' guides and textbooks for the first four standards of the primary school system in English, Chichewa, arithmetic and general studies for standards 2-4; (3) in-service training of MASTEP teachers, using the special teacher training program developed under the First Sector Credit; (4) improvement of the school broadcasting system so that it can be used as a tool for upgrading the quality of primary education; (5) measurement of achievement at the primary level by the funding of a testing and measurement specialist to assist in developing a national assessment test to measure student achievement in key subject areas. At least two standards are to be tested including Standard 8. Support will include funds for upgrading the computer system and administering the assessment test; (6) primary school supervision by supporting the recurrent costs of 30 additional inspectors and provision of 60 motorcycles; (7) roofing sheets for 228 unroofed classroom blocks and 400 teachers houses in rural areas; (8) furniture and equipment for 1,000 standard 5-8 classrooms, and 2,000 standard 1-4 classrooms.

UNDP/UNESCO: In 1985, UNDP provided funding to the Malawi Institute of Education (MIE) to plan, produce and evaluate primary school educational materials. This project also sought to strengthen the capacity of MIE to undertake curriculum work. In 1988, UNDP initiated a new project, Primary Curriculum Improvement and Teacher Education, to finance a comprehensive curriculum review. Total funding in this project is $2.4 million. UNDP also funds a scholarship program which covers tuition costs of exceptional primary pupils. A total of approximately 26,000 pupils will benefit from this program, three quarters of whom are girls.

Currently UNDP is funding a project to help GOM improve and decentralize education planning and management functions of the MOEC. In addition the organization is supporting an adult literacy program which is due to end this year.

Canadian International Development Agency (CIDA): CIDA's involvement in Primary Education has been focused on an in-service training program for primary school headmasters, inspectors and district home economics organizers. This program, implemented by Brandon University, is intended to strengthen headmasters' supervisory skills as well as their understanding of teaching methods.

UNICEF: UNICEF's main contribution to primary education in Malawi has been its support of a one-year teacher training program at Domasi for untrained but experienced teachers who were hired due to shortages of qualified teachers. The program is in its fourth year and trains approximately 540 teachers each year. In addition, UNICEF has assisted MIE with printing and production of a magazine for primary school teachers by providing printing equipment and materials.

African Development Fund (ADF): The major thrust of ADF assistance is in the building and equipping of primary school classrooms in urban areas. ADF has assisted primary education by building and equipping 200 primary school classrooms in urban areas and 15 new district education offices. They are currently involved in building and equipping 2 new secondary schools, and expanding 2 more, thus adding an extra capacity of 1,280 places. ADF's future plans include supporting the construction of 7 primary schools, with a maximum of 16 classrooms each. (In addition, they intend to build a new secondary school and 2 primary schools with teachers' houses). A feasibility study has been undertaken on the possibility of establishing maintenance centers. Finally, ADF's plans include building an additional 13 district education offices.

Apart from problems in disbursing funds under the first ADF project, implementation of their projects had been good. Their urban schools are built to high standards, fully equipped and with latrine blocks. Unlike the World Bank rural school, the ADF program does not depend on local community support.

U.S. Ambassador's Self-Help Program: The Self-Help program of the American Ambassador has been funding schools and teachers' houses in Malawi since 1966. So far, U.S. assistance has been given for 1,136 classrooms and 79 teachers' houses. The funds are awarded to local school communities to help them purchase bricks, tin roofing, windows and other building materials. All the labor is contributed by the community. In 1991 the average cost per classroom bricks or teachers' house was $8,500. Currently, the Ambassador's annual fund of $250,000 is spending about 54% of its money on primary schools.

ODA: ODA, as represented by the British Development Division in Southern Africa in Malawi, has hitherto concentrated its activities on the secondary and tertiary educational subsectors with little or no involvement in primary education. ODA assistance has been in the form of TA to meet manpower needs identified by the GOM. In addition, ODA provides MK7 million each year to fund training in Britain, and MK8 million for projectized assistance. Annual grant aid to education and training therefore runs at approximatedly MK9 million.

PROGRAM DESCRIPTION

Program Rationale

Most girls are not attending school in Malawi. Even among those who do, over half of them are leaving school during the crucial early primary grades before they have had enough education to become fully literate. Girls' progress toward literacy is impeded by their late entry into primary school and by the inefficiency and poor quality of the school system.

As indicated by the following table Malawi's educational system is plagued by high repetition rates, even higher drop out rates and mediocre achievement records. While this inefficiency hinders learning among all school children, girls are particularly hampered by the system's weakness. While the genders enter Standard 1 in roughly the same numbers (47% girls:53%boys), girls are nearly twice as likely as boys to leave school prematurely. Overall, there are 130,000 more boys than girls attending primary school.

Fifty percent more boys than girls reach the final year of primary school. Family obligations, school expenses, poor school quality, and a dearth of post-primary opportunities discourage girls in particular from persisting in the school system. Huge classes with few teachers, even fewer classrooms, and shortages of educational materials characterize the bleak environment of the early primary grades and contribute to a low literacy rate of 31% among Malawian women.

Indicators of Primary School Internal Efficiency

	Girls	Boys
Pupil Persistence Through Standards		
Ratio of S4:S1 enrollment	0.33%	0.36%
Ratio of S7:S1 enrollment	0.15%	0.21%
Ratio of S8:S1 enrollment	0.20%	0.38%
Pupil Repetition Rates		
Standard 1	20.00%	21.00%
Standard 4	13.00%	15.00%
Standard 8	42.00%	46.00%
Standard 1 Drop Out Rate	40.00%	32.00%
Pupils Passing the Primary School Leaving Exam	58.00%	70.00%

Relationship of Program to Mission Strategy

The major goal of the Mission's Country Development Strategy Statement (CDSS) is to enhance the economic well-being of the average Malawian household. Associated sub-goals are to raise per capita income and to improve food security, health status and workforce productivity. Achievement of these depends on the attainment of the following strategic objectives:

- increase food crop production and productivity;
- increase off-farm employment;
- reduce fertility;
- decrease infant and child morbidity and mortality;
- control the spread of AIDS.

Malawi's population growth rate is over 3.2%. The average Malawian woman gives birth to seven children. This alarming growth rate is eroding efforts to improve the economic and health status of Malawians. One of the Mission's strategic objectives is reducing fertility.

Greater educational attainment for girls will contribute to the realization of all the strategic objectives. Most important will be its impact on fertility. The goal statement of the GABLE program is "to reduce fertility rates among Malawians through greater educational attainment of girls." Research in Malawi and elsewhere has shown that the education of girls is highly correlated with fertility reduction and improved child health. Yet in Malawi, most girls are not attending school, and the population growth rate is over 3.2%. In view of Malawi's rapid population growth and high child mortality rates, girls' education needs to be a critical component of Mission strategies to reduce population and improve child survival rates.

In addition, GABLE will contribute to achievement of other strategic objectives. The Malawi Maternal and Child Nutrition Study has found that the mortality rate among children of uneducated mothers is almost twice as high as those born to mothers who have finished primary school. Since, the majority of Malawian farmers are women, their improved education also should have a positive effect on agricultural productivity. In addition, education will increase chances for young women to find off-farm jobs. AIDS education is now a part of the primary school curriculum, so girls' persistence in school will ensure that they are better prepared to deal with the threat of this disease. Although not specifically cited in the CDSS, the education of girls will also hasten Malawi's evolution into a more open and participatory society, in keeping with current U.S. foreign policy objectives.

Constraints Analysis

The purpose of the GABLE Program is to increase girls' attainment in primary school. Many factors stand in the way of this and cause girls or their parents/guardians to decide that school is not affordable when weighed against the possible benefits of education. The constraints identified during PAIP preparation were organized around three general areas: financial, qualitative, and socio-cultural constraints. PAAD design validated the PAIP constraints and emphasized three additional factors constraining primary education each of which has a program activity designed to address it. Two of them are related to educational quality (curriculum and distribution) and one is related to both financial and quality constraints (repetition). These three constraint factors identified during PAAD design are discussed at the end of this constraints section.

Financial Constraints and Considerations: Analysis of expenditures in the education sector is difficult because of a number of anomalies in the Malawi Government's budget process. First, although recurrent and development expenditures for the education sector generally correspond to the GOM's revenue budget and development budget, some donor support of recurrent expenditures is included in the development budget. Further, recent efforts on the part of the GOM to increase the transparency of budgetary allocations have made cross-year expenditure trends difficult to calculate. In addition, the collection of school fees provides some recurrent resources to the education system, but these expenditures are not recorded in the Government's expenditure estimates.

With these cautionary remarks in mind, trends in budgetary allocations to the educational sector must, nonetheless, be estimated. The share of the revenue budget allocated to educational expenditures has maintained a fairly flat profile over the last 12 years, albeit showing a slight rise in overall allocations from 11.37% in 1987 to 12.11% in 1991. In the development budget, a marked rise in allocations to education is evident: from 7.03% of the 1987 budget, education allocations grew to 17.27% in 1991. Given the relative sizes of the two accounts, total budgetary allocations to education increased from 10.27% in 1987 to 13.5% by 1991. Finally, in almost every year, actual allocations have met or exceeded estimated allocations to the sector on both revenue and development accounts. The notable exception was the 1990/91 development budget, when allocations of MK63.14 million resulted in only MK47.78 million of expenditures.

As discussed elsewhere in more detail, these increases to the educational sector do not appear adequate to meet the educational needs of Malawi. For example, despite increases in the revenue allocations to education, the 1991 revenue budget still did not provide funds for educational materials, textbooks or stationery. Although recurrent-type expenditures such as these have begun to appear on the development account (given donor efforts to ensure sufficient recurrent support for development activities), adequate amounts of these supplies also did not appear on the development

CENTRAL GOVERNMENT RECURRENT EXPENDITURE (K MILLION)

	1987/88	1988/89	1989/90	1990/91	1991/92
MINISTRY OF EDUCATION AND CULTURE	70.07	83.22	83.00	87.00	94.5
PRIMARY EDUCATION	32.89	36.26	51.20	47.20	52.60
PRIMARY EDUCATION AS % OF TOTAL EDU.	46.94%	43.57%	45.86%	39.28%	39.55%
SUBVENTED EDUCATIONAL PARASTATALS:					
1) UNIVERSITY			17.96	20.19	23.40
2) CHICHEWA BOARD			0.20	0.22	0.23
3) POLYTECHNIC BOARD OF GOVERNORS			2.35	2.57	2.82
4) MALAWI COLLEGE OF ACCOUNTANCY			0.88	0.95	1.05
5) MALAWI INSTITUTE OF EDUCATION			0.94	1.55	1.69
6) NATIONAL LIBRARY SERVICE			0.92	1.00	1.10
7) NATIONAL UNESCO COMMISSION			0.49	0.59	0.78
8) MALAWI NATIONAL EXAMINATION BOARD			4.56	5.75	7.04
9) MALAWI ACCOUNTANCY BOARD			0.34	0.36	0.39
TOTAL FOR SUBVENTED PARASTATALS			28.64	33.17	38.48
TOTAL MOEC AND SUBVENTED PARASTATALS	70.07	83.22	111.64	120.17	132.98
TOTAL GOVERNMENT EXPENDITURE	616.51	695.20	982.83	1,093.57	1,098.50
% OF MOEC AND SUBVENTIONS TO TOTAL EXP.	11.37%	11.97%	11.36%	10.99%	12.11%

CENTRAL GOVERNMENT DEVELOPMENT EXPENDITURE (K MILLION)

	1987/88	1988/89	1989/90	1990/91	1991/92
MINISTRY OF EDUCATION AND CULTURE	14.59	31.21	25.81	47.78	63.86
PRIMARY EDUCATION	0.70	1.69	6.60	8.22	18.66
SUBVENTIONS					
1) MALAWI COLLEGE OF ACCOUNTANCY		3.22	0.04	0.16	0.44
2) MALAWI COLLEGE OF DISTANT EDUCATION		3.64	4.30	2.35	0.42
3) MALAWI NATIONAL EXAMINATION BOARD		0.04	1.60	2.56	1.41
4) MALAWI INSTITUTE OF EDUCATION				1.00	0.72
5) UNIVERSITY				1.70	3.08
TOTAL SUBVENTION		6.90	5.94	7.77	6.07
TOTAL MOEC AND SUBVENTIONS	14.59	38.11	31.75	55.55	69.93
TOTAL GOVERNMENT EXPENDITURE	207.50	342.07	295.29	408.25	405.00
% OF MOEC AND SUBVENTIONS TO TOTAL GOM EXP	7.03%	11.14%	10.75%	13.61%	17.27%

CENTRAL GOVERNMENT RECURRENT AND DEVELOPMENT EXPENDITURE (K MILLION)

	1987/88	1988/89	1989/90	1990/91	1991/92
MINISTRY OF EDUCATION AND CULTURE	89.32	107.20	108.85	134.78	158.36
PRIMARY EDUCATION	34.13	38.89	57.80	55.42	71.26
SUBVENTIONS		6.90	5.94	7.77	6.07
TOTAL GOVERNMENT EXPENDITURE	824.01	1,037.27	1,278.12	1,501.82	1,503.70
MOEC AND SUBVENTIONS	84.66	121.33	143.39	175.73	202.91
% OF MOEC AND SUBVENTIONS TO TOTAL EXP.	10.27%	11.70%	11.22%	11.70%	13.49%

	1987/88	1988/89	1989/90	1990/91	1991/92
% OF MOEC AND SUBVENTIONS TO TOTAL EXP.	10.27%	11.70%	11.22%	11.70%	13.49%
PRIMARY AS % OF TOTAL	4.14%	3.75%	4.52%	3.69%	4.74%
PRIMARY AS % OF EDUCATION SECTOR	40.31%	32.05%	40.31%	31.54%	35.12%

SOURCE: GOM -- MINISTRY OF FINANCE

budget. Instead, a meagre supply of educational materials was procured at the district level through tuition fee funds. This shortfall in educational materials is not likely to be filled by future budget allocations, given the demands that recent teacher hirings will place on the recurrent budget.

Finally, although total allocations to the education sector have increased, distortions exist among allocations to primary, secondary, and tertiary educational services. Tertiary educational facilities continue to draw a disproportionate share of revenue account resources, with nearly 18% of the 1991 revenue budget going to the University of Malawi alone, once subventions to educational statutory bodies are taken into account. For that same year, primary education, where the vast majority of students are found, received just 40% of the revenue education budget and 26.7% of the development education budget. To put these figures into context, the World Bank, through studies on educational goals and social rates of return, has estimated that primary education's share of education's recurrent expenditures should be 62% by 1994/95. Thus, needed improvements to the educational system must be met, at least partially, through a more efficient allocation of resources within the education sector.

Implications for Expenditure Ceilings: Ceilings for GOM expenditures are convoluted. On the one hand, a clear statement restricts the size of the total level of government expenditures as a percent of GDP. This ceiling limits public sector expenditures as a percentage of GDP to 26%, as agreed to in discussions between the GOM and the IMF/World Bank in the context of their Policy Framework Paper and presented in the April 1990 "Malawi -- Public Expenditure Review" prepared by the World Bank. At the same time that the overall limit has been imposed, the Government of Malawi is under intense pressure from the donor community to increase expenditures on social services, most notably in primary education and primary health care, in an effort to provide evidence of its commitment to poverty reduction within the country. This pressure is expressed through a series of budgetary allocation targets for the education and health sectors.

Complicating the picture, however, is the realization that the efficiency of capital development expenditures is jeopardized by insufficient recurrent resources. Thus, another layer of control over the budgeting process is a limit on the Public Sector Investment Program and consequently on the size of the nominal development account for education. And finally, given the preeminence of concern for basic services which reach the majority of Malawi's poor, expenditure targets have been set for the proportion of primary education costs supported in the revenue account.

This series of ceilings, targets, and limits has been challenging for GOM to implement. The fundamental rationale for the series is sound and, although difficult to administer, Government has made reasonable progress in the implementation of some aspects of the program. In other areas, notably in revenue support to primary

education, for example, much needs to be done. Most likely, this will require the transfer of resources to primary education from tertiary education in general, and the University of Malawi specifically. This important transfer is expected to be difficult, but not impossible, for Government to execute.

Similarly, hard choices need to be made regarding the sources of funds on the revenue account which will be transferred from other ministries to the education budget. With GDP growing at roughly 4% per year, and the ratio of public expenditures to GDP at 26.8% for 1991, Government should be able to meet the 26% overall expenditure limit soon. Growth in allocations of revenue resources to various ministries will be limited in order to ensure achievement of the overall objective, however. In this environment, it will be a political challenge for the government to increase further education's share of the revenue budget. While interim measures may provide additional resources over the short-term, future transfers of resources from other sectors will be required.

While these transfers to education are likely to be modest, providing education is successful at shifting resources to the primary education program, they will come at a time when GOM is under pressure to increase expenditures on primary education <u>and</u> primary health care significantly. Power and water allocations are also to increase moderately. These sectors will increase at the expense of transport and building allocations which will decline. There is no question that this emphasis on basic expenditures represents an important shift in the pattern of government spending and in government priorities. Such fundamental shifts from expensive capital activities, most conspicuous in Works but existent in other ministries as well, represent the long-term funding source for basic services. The shift will be difficult, but is of critical importance to Malawi's poor.

Costs of Education to Parents: Up to the present, education in Malawi has not been free, even though tuition fees are quite small. The direct costs of schooling, however, may not be the only financial barrier to girls' primary education. When weighed in the balance with opportunity costs incurred by the loss of girls' labor when they enter school, the expense of schooling may seem too large.

Direct Costs of Education: Ask any Malawian why more girls don't attend school, and the answer given nine times out of ten is "school fees". Although boys and girls are charged identical school fees, parents are more likely to decide school expenses are unaffordable in the case of girls. While boys' education is seen as an investment, the benefits of educating girls are less visible to their parents. A comparison of primary school attendance records taken in October and again in the following January (after pupils unable to pay fees have been expelled), supports the hypothesis that school fees are an important cause of high drop out rates, particularly for girls. In two Standard 1 classes visited during the GABLE design, attendance dropped in January from 225 to 139, and from 220 to 156. More than half of those who dropped out were girls

For other families, the actual school fees themselves may not be prohibitive, but non-tuition expenses can be considerably more costly, especially for girls. For example, the scarcity of materials (exercise books, textbooks) in most schools means that parents may fill the gap. The MOEC's Primary School Quality Study (1989) of Standards 4 and 7 found that boys receive more parent-supplied exercise books than girls. Uniforms can also be expensive as much as ten times the school fee. The official policy, while requiring pupils to wear uniforms, instructs headmasters not to expel children from school if they are unable to afford one. However, various studies have found that children are being expelled permanently from schools for not having a uniform.

Opportunity Costs: Much less is known about the magnitude of opportunity costs than is known about direct costs. Ethnographic studies have found that girls are expected to carry a large share of domestic duties at home such as minding younger children, assisting in food preparation, and hauling water and firewood. A study done in preparation for this design reported that in Malawi, girls spend 30 minutes per hour of the day on domestic chores whereas boys spend only 12 minutes. The demand for girls' labor at home may dampen parents' interest in sending their daughters to school. The overlap of the school calendar with the agricultural season discourages some parents from sending daughters to school and may partially account for the high dropout rate in January, although other evidence suggests that the collection of school fees is the more important factor.

Poor Quality of Education: The poor quality of primary education in Malawi contributes in several ways to the low retention rates of girls in school. First, it frequently limits girls' progress through the early years of school. By Standard 5, approximately 50% of them will have repeated at least one year. Frequent repetition would not, in and of itself, preclude girls' attainment of literacy were they likely to stay in school beyond puberty. However, more girls than boys leave school at early adolescence for several reasons: (1) early marriage; (2) pregnancy, after which they are not permitted to return to school, and (3) initiation which marks the beginning of womanhood. The problem is compounded by the fact that most girls as well as boys enter school at a late age. In fact, 80% of all girls between ages 5 and 9 have not yet entered schools. In addition, a girl's frequent repetition may persuade her parents to withdraw their financial support for her education. For these reasons, it is crucial that girls be encouraged to enroll at appropriate ages, and that the quality of education be improved so that girls learn as much as possible during the few years they are likely to attend.

Second, the bleak environment itself, in poorly supplied and overcrowded classrooms, deters some girls from attending school. Research sponsored by USAID/Malawi revealed that the decision to leave school is frequently made by girls themselves rather than their parents. Lack of interest was cited by parents to explain their daughters' decision to withdraw from school. Girls are less likely than boys to endure undesirable school conditions, given

their reduced chances for continuing their education beyond primary school. Major improvements in school quality would stimulate greater interest among these drop-outs and retain them in the school system.

The quality of education in Malawi is negatively affected by an array of factors, most of which were described in the description of the education sector (page 4), including insufficient classrooms, large class sizes in Standards 1-4, inadequate education materials, and poor teaching quality:

- Pupil:Teacher Ratio. The large class size at Standards 1-4 normally found in Malawi is not conducive to girls' learning. When teachers were asked to explain the poor performance of girls in primary school, "high pupil-teacher ratio" was frequently mentioned.

- Limited Educational Materials. Learning materials are one of the most effective investments to increase learning in the classroom. The fact that there are hardly any in Malawian classrooms hinders girls' learning and dampens their interest in attending school.

- Classrooms. The shortage of classrooms in Malawi and the crowded conditions in them, adversely affects the learning of all students including girls.

Socio-Cultural Factors: Limited cultural expectations of girls' capabilities and benefits resulting from the education of girls is the most difficult constraint to address. Researchers have found that a majority of parents and teachers generally regard girls as less able than boys. They expect girls to marry sooner than boys, and to discontinue their education when they do. In addition, twice as many boys as girls obtain places in secondary school. This is largely because girls don't score as high on the PSLC exam. One reason for this is that boys have the opportunity to repeat Standard 8 to improve their exam scores more often than girls. Since most parents send their children to school with the hope that they will continue on to secondary school and perhaps obtain a wage-paying job, they view their sons as having a greater chance of realizing this goal than their daughters. The fact that formal education is viewed as having little relevance to village life further discourages parents from sending their daughters to school.

During the PAAD design, three constraint factors not given attention in the PAIP emerged as significant: the system for supplying and distributing educational materials; the curriculum, and repetition. Activities to address all these factors have been added to the program.

The Provision of Educational Materials: Purchase of educational materials is currently the exclusive domain of Malawi Book Service (MBS). The inefficiencies and higher costs associated with this monopolistic arrangement have led to a situation where MOEC resources purchase fewer educational materials than they would if procurement were competitively bid among direct suppliers. (See Annex M)

Distribution remains yet another barrier to the effective supply of educational materials. The transportation of these is largely left to district education officers who are chronically short of transport and petrol. It is rare for materials to reach schools at the beginning of the school year, when they are needed. Instead they trickle in at random intervals, determined by the availability of transport.

To confront both of these inefficiencies - procurement and distribution, GABLE will support reforms leading to competitive bidding for materials supply as well as delivery. The cost savings from the bidding process will mean that the supply of materials, now clearly inadequate, can increase. Improvements in the delivery of educational materials will ensure that materials are delivered to schools on time. Both reforms will produce positive changes in school quality.

The Primary School Curriculum: The MOEC is currently sponsoring through MIE a revision of primary school curriculum that reduces the number of subjects, and changes teaching approaches and content. The curriculum revisers are developing curricula that will be more relevant for those pupils (the majority) who will not progress beyond primary school and who need to develop skills valued in a village context.

In reviewing the syllabi and pilot texts for the curriculum already revised, the PAAD team found that, despite improvements in content and approach, the subject matter was not sufficiently geared to the interests and needs of girls. Because of this, GABLE will encourage the development of a curriculum appropriate for both genders.

Repetition: Primary repetitions rates in Malawian schools are very high. They can reach as high as 49% in Standard 8, influenced by the widespread practice of repeating the last standard to improve exam scores and chances for secondary school admission. In the early primary years, repetition rates hover between 18% and 22%, resulting in overcrowded classes, and other factors. Repetition is both a result and a cause of poor educational quality and resources.

The PAAD team agreed with the PAIP's support for the Form 1 selection policy that will take into account an applicant's repetition history when evaluating his/her candidacy (see page 6). However, the team endorsed further interventions that would facilitate a reduction of repetition throughout the primary years. This would be accomplished by registration for all pupils, identification of procedures to determine pupils who must repeat, and a new MOEC policy on repetition.

Program Component

The purpose of the GABLE program is to increase girls' attainment in basic education. Attainment is defined as girls' access to and persistence in primary school. To achieve this purpose GABLE has three supporting objectives:

- To increase the long-term financial resource base and internal efficiency of the education sector;
- To improve the quality of primary education; and
- To improve girls' access to a gender-appropriate education.

The $20 million GABLE program, which includes $14 million in program funds and $6 million in project funds, will take five years to implement. The program component will be released in 3 tranches. The first tranche release is planned for the first quarter of 1992. By the first quarter of 1994, if conditionality is met, all of the program funds will have been released. Project support will be funded over a five-year period.

For a presentation in matrix format of the GABLE program see the Policy Matrix, pp 3-5.

Supporting Objective A: Increase the Long-Term Financial Resource Base and Internal Efficiency of the Education Sector

A.1.a. Increase Education's Relative Share of the GOM Budget

Education receives 13.5 percent of the total GOM budget (recurrent plus development plus subventions to education institutions). If the GOM is to pursue seriously its objectives for Education for All as well the objectives of GABLE, this percent needs to be increased. The target for GABLE is to increase education's share of GOM budget from 13.5% in 1991/92 to 16.5% by 1993/94 and 18.5% by the end of the program in 1996.

A.1.b. Increase Primary Education's Relative Share of Total Education Budget

The share to the primary education subsector as a percentage of the total education budget in 1991/92 was 35%. GABLE will encourage the GOM to raise this percentage with a minimum increase of 4 percentage points for each year of the program leading to an overall increase to 51% by 1995/96.

A.2. Reduce Repetition Rates in Primary Schools

A major cause of inefficiency and excess costs in primary schools is the problem of repetition. When pupils repeat standards, this exacerbates problems of high teacher-pupil ratios, crowded classrooms, and insufficient learning materials. These conditions, in turn, lead to deteriorating classroom quality so that some pupils cannot master the skills necessary for the next standard and are

thus likely to repeat. This unfortunate and, to some extent, self-perpetuating situation can be improved a) if a policy is developed and implemented to reduce the rate of repetition; and b) if repeating students are charged fees to offset the Ministry's added expenses when an individual adds an extra year to the primary cycle.

The MOEC has already begun to reduce repetition in Standard 8, where the problem is greatest (40-50% repetition). Current MOEC plans are to implement a new policy for Form 1 selection for 1992. Seventy-five percent of those accepted will be non-repeaters, 20% will be selected from a pool of those who have repeated once, and 5% will have repeated more than once.

Both the new Form 1 intake policy and the new policy to reduce repetition throughout the primary cycle require registration of all primary pupils. This has already begun. Once completed for all primary pupils, registration will be sustained by adding Standard 1 and other new pupils to the register annually. By the end of the program, the 1988/89 primary repetition rate for each standard should be reduced by 25%.

In 1991/92 the MOEC will publicize the new Form 1 admission policy. This policy will have been used for 1992/93 intake year and remain in effect throughout the life of the program.

Before Tranche 1 funds are released, the MOEC will submit to USAID a plan for the reduction of repetition in Standards 1-7, with annual targets for the implementation of this policy. In support of this plan, the MOEC will plan to register all primary pupils by the end of 1992 and promulgate their new repetition policy. This will lay the foundation for the implementation of a firm and viable repetition policy by the beginning of the 1993-94 school year. Tranche 3 funds will be released if the plan is being implemented according to the schedule agreed to in Tranche 1.

<u>Supporting Objective B: Improve the Quality of Primary Education</u>

The inadequate quality of primary education in Malawi appears to have a greater effect on girls' literacy than on boys. Because puberty more frequently marks the end of a girl's education, limited resources (teachers, classrooms, and materials) in the early standards may prevent girls from becoming literate before external circumstances draw them out of the system. Although some boys also drop out when they reach adolescence, a greater proportion of boys than girls stay on until basic literacy and numeracy skills have been mastered.

General improvements in the quality of primary education under GABLE will include an increase in the number of available classrooms and teachers' houses, greater supply of learning materials (exercise books, chalk, and chalkboard paint),and more trained teachers.

B.1. Increase the Number of Classrooms and Teachers' Houses

To alleviate the crowded classrooms and outdoor classes, the MOEC will build more classroom blocks. In rural areas, these are to be accompanied by one teacher's house per block. 300 rural classrooms and 75 teachers' houses will be constructed by the GOM as part of its contribution to GABLE.

Prior to the release of tranche 1, MOEC and PIU, will submit construction plans for schools and teachers' houses financed by all donors as well as the GOM and will present a construction schedule for the additional classrooms and teachers' houses to be built by the GOM under the GABLE program. These plans/schedules will indicate the regional and rural/urban breakdown plus the annual targets. Releases of tranches 2 and 3 will be dependent on the achievement of the construction targets agreed to with the release of Tranche 1.

B.2. Increase Usage of Available Classrooms and Teachers

In urban areas in particular, the supply of classrooms is more limited than that of teachers. Because of this many pupils meet outside. Since the academic year and the rainy season overlap from November through March, outdoor learning is frequently cancelled or interrupted by inclement weather. This situation does not encourage learning. The teacher supply is large enough in urban areas so that double shifts, each session with its own teacher, can be held in existing classrooms. This will ameliorate this situation until there are sufficient classrooms.

Teacher shortages tend to be more acute in rural areas than in cities, so double shifts are generally not an option for rural schools. Yet crowded classrooms (100-200 pupils) remain the norm for lower standards even though upper classes can be undersized because of attrition. In some instances, as few as 10 pupils might share a teacher in these upper standards. Multigrade classes, combining two small upper standards under a single teacher, would release extra classrooms and teachers from upper standards for use in more crowded lower standards. Both double shifting and multigrade classes should be used in Malawi until more classrooms are built and teachers trained.

Before the release of Tranche 2, the MOEC will submit a pilot plan for double shifts in selected urban schools. This pilot will be in effect during the 1992/93 school year prior to the release of Tranche 2.

A study to evaluate the need for multigrade classes in rural Malawi will be completed by the end of 1992. Based on the findings, multigrade classes may be adopted in rural areas that would benefit from more efficient use of classrooms and teachers.

B.3. Increase the Supply and Lower Cost of Primary School Learning Materials

Primary schools are currently undersupplied with exercise books, chalk and chalkboard paint, all of which are essential for effective learning. Although some exercise books are provided, the quantity is about half the amount necessary. GABLE support will enable the MOEC to increase the supply of learning materials to meet basic classroom requirements.

While increases in materials will raise total costs, it is expected that changes and improved efficiency in the system for procuring and distributing these items will reduce unit costs and thus offset some of the anticipated additional expense. GABLE efficiency reforms will include competitive bidding for materials and transport contracts.

Before the release of Tranche 2, the government will begin to implement a policy to procure and distribute learning materials through a competitive system. Annual targets for the implementation of the new system during GABLE will also be established. Before the release of Tranche 3, GOM will have initiated competitive procurement for the supply and distribution of learning materials.

B.4. Increase the Supply of Trained Teachers by Increasing the Number of Students in Teacher Training Colleges

Teacher Training Colleges (TTCs) are presently underutilized with a low teacher-student ratio of 1:16. This is primarily due to inefficiency in the recruitment process, which leaves about 18% of the beds vacant annually. Planned over-recruitment and more efficient timing of candidate interviews and selection will be introduced to ensure that TTC boarding facilities are filled to capacity. In addition, the three urban TTCs will begin recruiting day scholars to increase the number of teachers trained. The objective of these changes is to increase TTC teacher-student ratios from 1/16 to 1/24.

Prior to the release of Tranche 2, the MOEC will show evidence that utilization of teacher training colleges has been increased to 95% of its capacity for boarding students. Before the release of Tranche 3, MOEC will show evidence of increased utilization of TTCs through admission of day students.

In addition to these improvements, the MOEC will consider a second cohort of MASTEP, the in-service, distance education program to train teachers (See page 7). GABLE will set aside funds for an evaluation of the current MASTEP program to determine if a follow-on program is warranted.

Supporting Objective C: Improve Girls' Access to a Gender-Appropriate Curriculum

The GABLE program will finance a social mobilization campaign to persuade parents and their daughters that primary education benefits girls; the campaign will also urge that girls enter at appropriate ages (6 or 7) and complete the primary years. Persistence will be encouraged by waivers of school fees for all girls in Standards 2-8 who are not repeating a standard. Retention in school will also be influenced by the development of a curriculum attractive to girls because of its relevance to their particular interests and needs.

C.1. Support a social marketing campaign to improve perceptions of girls' education, and to increase timely enrollment and persistence

The social mobilization campaign will be financed under the project component of GABLE. The campaign will coordinate the activities of the MOEC, MOCS, and the Theatre for Development at the University of Malawi.

By the end of 1992 the social mobilization task force will be established and design of a pilot project will be underway. By year 4, the campaign will be launched on a national scale.

C.2. Finance school fee waivers for non-repeating girls in standards 2-8

Lack of fees has been the most frequently cited reason why girls do not persist in primary school. Through GABLE program support, the MOEC can eliminate this barrier to girls' education. The fee waiver will be aimed at non-repeating girls as an incentive to reduce repetition, which has been a major factor in MOEC inefficiency. The school fee waivers will be managed by the MOEC, working with the regional and district education officers.

Before the release of Tranche 2, the MOEC will present evidence that the school fee waiver for non-repeating girls is in place nationwide.

C.3. Establish a gender-appropriate curriculum

The development of a gender-appropriate curriculum will be done at the Malawi Institute of Education (MIE). MIE is presently revising the primary subject matter curriculum to make it more useful for those who will remain in their villages after primary school. Under the present plan, the curriculum is revised one year, pilot tested and revised the second year and then introduced to classrooms nationwide in the third year. Standard 1 has nearly been completed; Standard 2 will be given a pilot test in 1991-92 and revisions are planned in 1992-93. GABLE will make it possible to add a gender unit to MIE to ensure that girls are being equitably represented in curriculum and the curriculum is including community skills that are valuable for girls as well as boys.

By the release of Tranche 1, MIE and MOEC will develop a plan to develop a gender-appropriate curriculum for use in primary school (Stds. 3-8), TTCS, and in-service training.

By late 1992, MIE will have added to its faculty enough staff to develop gender-appropriate material to the revised curriculum. By late 1993, the revised gender-appropriate curriculum for Standard 2 will be introduced into classrooms and the curriculum for Standard 3 will be undergoing pilot-testing in schools, selected TTCs and in-service programs.

C.4. Increase the proportion of girls in secondary school

Secondary schools are built to accommodate 33% girls, but only 28% of students are female. The high percent of girls (40%) in MCDE programs for secondary school indicates their demand for education beyond the primary years. Since the opportunity to attend secondary school is an incentive for primary pupils, an increased number of secondary spaces for girls will encourage more of them to finish the primary cycle. By the end of the GABLE program, not less than 33% of secondary school students should be female if the government holds to its currently stated policy of admitting one girl to secondary schools for every two boys. A covenant by the GOM to implement the 33% target for girls will be part of the program agreement.

Host Country Contribution

The contribution of the GOM during the five year GABLE program is estimated at MK40.7 million or US$14.28 million.[1] Estimates supplied by the MOEC indicate the following costs by program component:

Stipends for day students at three teacher training colleges	MK 6 million
Learning materials	14 million
Girls' tuition fees	10.3 million
Classroom/teachers' houses construction	9 million
Program Administration	1.0 million
Curriculum development	0.4 million
	MK40.7 million

1] At MK2.85 per US dollar.

Project Component

In addition to the $14 million cash transfer to support improved policies in primary education, GABLE includes $6 million for a project component to provide technical assistance, limited commodities, and funding for studies that will directly support GOM institutions involved in implementing GABLE reforms and activities. The project will also fund the monitoring and evaluation element of GABLE and the social mobilization campaign to improve attitudes and practices toward education for girls.

	FY92	FY93	FY94	FY95	FY96	TOTAL
TECHNICAL ASSISTANCE	414,000	378,000	256,500	54,000	54,000	1,156,500
COMMODITIES	40,000	40,000	20,000			100,000
STUDIES	264,750	147,750	130,500			543,000
MONITORING, EVALUATION & AUDIT	42,750	159,750	91,500	31,500		325,500
SOCIAL MOBILIZATION CAMPAIGN:						
External Technical Assistance	140,000	146,000	146,000	146,000	0	578,000
Support Personnel	48,086	47,159	97,159	47,159	29,676	269,239
Commodities	215,000	72,000	5,100	4,500	2,000	298,600
Meetings, Workshops & Training	369,300	35,000	686,300	586,300	0	1,676,900
Evaluation & Research	48,000	48,000	48,000	48,000	8,000	200,000
Other Costs	13,425	13,425	13,425	13,425	13,425	67,125
TOTAL SMC	833,811	361,584	995,984	845,384	53,101	3,089,864
TOTAL						5,214,864
15% Contingency						785,136
GRAND TOTAL						6,000,000

PROJECT SCHEDULING

TECHNICAL ASSISTANCE	1991				1992												1993												1994												1995												TOTAL COSTS (US$)
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	
PLANNER			x	x	x	x	x	x						x	x					x	x					x	x					x	x				x	x														414,000
REGISTRATION						x	x							x	x												x																										139,500
GENDER UNIT FOR MIE					x	x	x						x	x	x										x	x	x																										257,000
REDUCE REPETITION														+	•																																						76,000
PSC			•	•	•	•	•	•	•	•	•	•	•	•	•			•	•	•	•	•	•	•	•	•	•			•	•	•	•	•	•	•	•	•	•			•	•	•	•	•	•	•	•	•			270,000
TOTAL COST																																																					1,156,500
STUDIES:																																																						
BUDGETING & PLANNING										x	x																																										42,750
REDUCE REPETITION						+	+	•	•	•	•																																										117,000
DISTRIBUTION																										+	+																											58,500
DOUBLE SHIFTS MULTI GRADING								+	+																																												69,000
RADIO SCHOOLS														x	x																																						67,500
MASTEP																																+	+	•																			72,000
GIRLS IN SECONDARY														+	+	•																																					62,250
UNIFORM POLICY								•	•	•																																											22,500
VALUE ANALYSIS PIU						x																																															31,500
TOTAL COST OF STUDIES																																																					543,000
MONITORING & EVAL.							x	x							x											x												x															137,250
MID-TERM EVALUATION																								x	x																												128,250
AUDIT																																					x																60,000

NOTE:

Costs for consultants were calculated on the following basis:
one consultant at $15,000/month;
i.e. daily rate of $300 for 6 day weeks;
per diem of $125/day;
car rental rate of $3,000/month (including mileage and petrol);
round trip airfare at $6,000;
overhead calculated @ 50%.

KEY:

x = External TA
• = Local TA
+ = External and Local TA

Technical Assistance:

GABLE Planner

Initial technical assistance to the MOEC for the planning stages of GABLE will be for a period of six months, beginning in late 1991, to help the ministry develop a series of detailed implementation plans. In 1992, 1993 and 1994 the consultant will return semi-annually for visits of up to two months each to provide support to the MOEC in reporting progress and planning for the next phases of GABLE. This individual will coordinate the technical assistance required for the monitoring and evaluation of the program. S/he will also work with other GOM entities involved with GABLE to identify and refine TA requirements and develop scopes of work.

Consultant for registration of primary students

This consultant will spend two months in 1991/92 assisting the registration of pupils from Standards 4-6, and return for another two months in 1992/93 to expedite the registration of Standards 1-4. By this time, all pupils will be registered. However, the system needs to be maintained through annual registration of Standard 1 and new pupils. The consultant will return for one month in 1993/94 to ensure that the system is operating on a sustainable basis.

Consultant for gender unit at Malawi Institute of Education

Technical assistance will be provided to help design and implement a work plan for the gender unit that will complement and cooperate with the curriculum development staff now in the process of revising the primary curriculum. The consultant will spend three months (semi-annual visits) in each of the first three years of the GABLE program at MIE.

Consultant for implementation of policy to reduce repetition (See also study on this policy in section on studies)

The reduction of repetition is a critical need in Malawian schools. GABLE project funds will support a study on the reduction of repetition (see below) and will follow it with additional technical assistance for the implementation of a new repetition policy. One consultant (for 2 months) and 2 staff members (for 3 months each) from the Center for Social Research will assist in this.

Personal services contractor for implementation and monitoring of GABLE

A PSC will be hired to provide support for GABLE within the USAID office. This person will assist the Human Resources Development Officer with day-to-day monitoring of GABLE and also facilitate the implementation process from year 1 until year 5.

Commodities:

Computer hardware and software will be purchased to support several GABLE activities, including the MOEC's registration efforts, the incorporation of the gender unit at MIE, the work of the PSC hired to coordinate GABLE at USAID, and the monitoring and evaluation effort. Commodities for the social mobilization campaign are described and budgeted for as part of that component (Annex L).

Studies:

Studies and reports will be carried out to inform GOM decision makers involved in implementing the GABLE program. Scopes of work will be developed with the appropriate GOM institution and it is intended that studies and reports will be released by the MOEC (or other involved GOM agency) and not by the consulting agent.

Study on reduction of repetition

This study will recommend specific policy options for reducing repetition in Standards 1-7. The research will support the MOEC's efforts to reduce repetition substantially in order to improve efficiency in the primary standards.

First, it will identify criteria to determine pupils who should repeat a standard. Second, the study will recommend who (teacher, headmaster, DEO, parent) should apply these criteria, and, finally, it will determine the penalty that families should pay (e.g. increased tuition fees) when the criteria indicate promotion, but they choose to have their child repeat.

Once these three factors are considered, the consultant will draw up an implementation plan. Two particularly important issues are the requirements for reporting repetition rates and method of collecting fees from repeaters. Each of these should be coordinated with MOEC's decentralization plans.

The consultant will also draw up a monitoring and evaluation plan to appraise the the policy implemented, look for unintended effects of the new policy and their costs. This will be followed by plan implementation, analysis of results, and recommended changes.

This study will be completed by CER (2 researchers working for 6 months each) and a consultant (2 months). The criteria for promotion decisions should be developed by the 1992-93 school year and should be implemented before the release of Tranche 3. An evaluation and adjusted changes in the policy should be carried out before the end of Year 4.

Assessment of competition for procurement and distribution system for learning materials

This evaluation would be carried out for six weeks at the beginning of the 1993-94 school year by a consultant and 2 local researchers of the Gable Program. It will assess progress toward and impact of the competitive bidding process for learning materials that will be in place by Tranche 2 (1992).

Studies on double shifts and multigrading

These two studies will be conducted by a consultant working in cooperation with the Center for Educational Research or other local research facility for 2 months. The first one will recommend a double shift policy for primary schools with persistent overcrowding problems and high pupil/classroom ratios. The second one will assess whether there is a significant number of schools that would benefit from multigrade classes in the middle standards (Stds. 3-6). Combining of standards would be recommended in situations where lower standards remain very crowded while middle ones are underenrolled. The feasibility of incentives for teachers who volunteer to teach multigrades should also be assessed.

The studies will also recommend specific options for double shifts and multigrade policies. These will include 1) the conditions under which they should be put into effect; 2) a cost/benefit analysis of the impact of these policies on classrooms, learning materials, teacher training, etc.

Implementation plans will be prepared to address the following issues:

1. Who will decide when to initiate either of these policies in a specific school;
2. How will specific pupils be selected for double shifts;
3. What reporting requirements will be needed consistent with MOEC's decentralization efforts;
4. What special training will multigrade teachers need;
5. What scheduling arrangements need to be made for the most efficient use of classrooms and teachers;
6. What special incentives will be given to teachers involved in either situation and how are these to be implemented.

The consultants will also prepare monitoring and evaluation plans to determine whether policies are having the intended effect, and to assess unintended effects and their cost.

Radio schools feasibility study

This one-month study will assess the feasibility of using radio classes to reach pupils living in communities without formal schools. If there is need and sufficient community support, radio classes could be used to teach basic math and language skills to children in Standards 1-4. A literate community member would aid in these classes. Because distance from school has been shown to affect girls attendance more adversely than boys, radio schools could be particularly attractive alternatives for young girls, prevented by a combination of distance and time constraints (family chores) from reaching a formal school.

Supplementary evaluation of MASTEP

World Bank is currently funding the three-year MASTEP program, an in-service and distance education approach to teacher education. If the program proves successful, USAID could consider support for a

second MASTEP cohort. Any such support, however, would have to come from an amendment to GABLE or a separate activity. Funds have been reserved for a three-month USAID review of MASTEP to supplement the World Bank end-of-project evaluation.

Study of girls in secondary schools

The current intake of girls in secondary schools is 28%, less than the target of 33%. This three-month study will analyze the reason for this short fall and recommend what would be needed (changes in recruitment policies, expanded or supplemented facilities, etc.) to ensure that the ratio of girls to boys in secondary schools reaches 1:2. It will also suggest measures by which this percentage of girls could be increased to approximate parity with boys. The consultant will also provide cost estimates for recommended changes.

Uniform policy study

Preliminary studies suggest that the uniform policy, combined with uniform cost, causes some children to drop out of school. This three-month study will assess the uniform requirement as a cause of primary school dropout. Although informal interviews reveal that most parents, children and school administrators favor a continuation of the uniform policy, ways will be explored to 1) curtail the policy so that no child is dismissed or suspended from school for lack of a uniform, and 2) assess changes in uniform design that could lower the cost of uniforms so that more people could afford them readily.

Value analysis study

A value analysis engineer will be engaged for one month to carry out a value analysis of the construction methods and procedures used for the construction of primary schools in Malawi.

Budgeting and planning study

A budgeting/planning expert or economic modeling expert will provide up to six weeks of services to review the MOEC's forward planning and budgeting procedures and make recommendations on how the ministry could best match its future budgetary requirements against plans and targets for primary education over the next 5-10 years.

Monitoring and Evaluation and Audit

Project funds have been reserved for a continuing monitoring and evaluation component, a special mid-term evaluation to review GABLE's success and recommend possible follow on activities for A.I.D. in the education sector, and for an audit in year three of the program. See also Monitoring and Evaluation section under Implementation Arrangements of PAAD.

Social Mobilization Campaign

$3.1 million of GABLE project funding will support a social mobilization campaign, designed to draw girls into primary school earlier and to keep them there longer. The campaign will identify people's attitudes toward education for girls and then use this information to help change negative ones.

The primary target for this campaign will be parents and caregivers in the rural areas with children of primary school age. Girls' enrollment and persistence is a problem throughout the nation, but it is even more severe in the countryside, where 85% of the population live. This target group is primarily illiterate and beyond the reach of radio, which currently covers only about 35% of the population. A secondary target audience for the campaign will be the girls themselves. A third target group will be those in authority who can influence and effect change in the country.

There has been extensive study on why girls do not go to school early or stay in school long enough to become literate or numerate. Reasons include prohibitive school fees, girls' work requirements at home, lack of uniforms, pregnancy or early marriage, initiation ceremonies that require their full commitment, the sense that school is too crowded and difficult, and that primary education is not valuable for girls. What we do not know, however, is what would convince people to change their minds.

The campaign will do substantive research to find out what messages would make parents and girls see this situation differently and modify their behavior. The research to define these messages will be basically carried out by the Theatre for Development (Tfd) troupe at Chancellor College who will visit rural areas, talk to villagers about their attitudes toward girls education, improvise plays around their responses, and perform the plays in the villages with the local people participating and giving feedback. Grass roots workers from the Ministry of Community Services(MOCS) will also be involved with the Tfd in the design of the messages which will be pretested nationally and used in a media campaign with posters, radio, video, other dramas and written material.

The campaign will be multifaceted. A large element will be personal communication at the village level using workers from MOCS,the Ministry of Agriculture, and CCAM (a women's NGO connected to the political structure of the country). Workshops will be held to familiarize people with these issues and to tell them what is being done to improve the situation in the primary schools. The workshops will also be designed to help people explore their attitudes towards girls' education.

The project will also use radio to convey messages through public service announcements, jingles, and popular dramas broadcast in Chichewa. Other elements include the production of a video drama to use at workshops and to be distributed by the Ministry of Agriculture on their mobile video vans in the rural areas, and various posters and leaflets designed for illiterate audiences.

Additional plans include use of local bands and music groups, various contests and competitions, the issuing of a stamp on the subject, and the design of a logo. The project will also identify good female role models and send them into the schools to talk to the students. A task force will be formed to keep the campaign in the national consciousness, in campaigns of this type to keep committed. The group will meet quarterly and will use its position to keep the values of GABLE in the national picture, by participating in design elements of the campaign and major publicity launchings that will be held throughout the life of the project. Involved groups would include MOEC, MOCS, CCAM, NGOs and religious groups, and national and local leaders.

The timing of the campaign is important because it needs to wait until additional classrooms and facilities are in place nationally, provided in part by GABLE. A campaign that would encourage girls to go to school prematurely could lead to tremendous frustration and disappointment.

The five-year campaign will begin with one year of preparation and research, including staff hiring and training. This will be followed by a one-year pilot in Machinga, a district with low female enrollment in primary schools. The pilot will be evaluated formatively throughout its duration. The national campaign will last up to two years depending on the results of a mid-term evaluation. Evaluation will be assisted by a baseline KAP survey to measure knowledge, attitudes, and practices concerning girls' education. At the end of the campaign another KAP survey will evaluate changes.

Administration for the social mobilization campaign will be housed at Chancellor College's Department of Fine and Performing Arts. The Department has a commitment to development communications and sees the project as a first step in a larger program on social mobilization campaigns. The department also houses the Theatre for Development which will have a critical role in creating appropriate messages. The campaign will keep close ties to MOCS, CCAM and other organizations providing grass roots organizing support.

Structurally the campaign will have a national coordinator and two co-coordinators to implement the design and run the program. One of the co-coordinators may be involved with MOCS in Lilongwe. Administrative personnel should have strong backgrounds in at least some of the following areas: communications, materials development, research and training.

Annex L to the PAAD provides an expanded presentation of the campaign and a detailed budget.

Assumptions

Five major assumptions underlie the GABLE program:

1) that the constraint of school fees is sufficiently important in comparison with other constraints to girls' education that removing it will significantly increase the retention of girls in Standards 2-8. In other words, socio-cultural factors that keep girls from school are not so powerful that they will completely negate the benefit of fee waivers;

2) that improved school quality and a gender-appropriate curriculum will lead to increased interest and achievement so that girls will remain in school longer;

3) that the program is politically feasible, i.e. that other sectors will not successfully resist a shift of resources to the area of education and that political opposition to the competitive distribution system for educational materials will not prove a barrier;

4) that improvements in school quality will keep pace with the reduction of repetition so there will be no significant increase in the dropout rate, and

5) that the additional resources brought to the education sector in conjunction with the GABLE program, coupled with funds from the GOM and other donors, will be sufficient to bring about an improvement in the education sector in terms of access, quality and efficiency.

Program Impact

The GABLE program directly supports the primary education objectives of the GOM as outlined in the Education Development Plan 1985-1995 and the 1990 government paper entitled Towards Education for All. In both documents the GOM recognizes that the resources required to improve the quality of education and keep pace with the growing school age population have not been sufficient. The underfunding of education has led to shortages of classrooms, teachers and school materials. As the Education for All documents states, "recurrent expenditure on education as a percentage of national recurrent expenditure declined consistently over a 10-year period [1978-1987], averaging 10.8 per annum against a target of at least 15 per cent..." The GOM has stated its commitment to reversing this trend and has already demonstrated it by increasing the percentage of education's share of the total budget (recurrent and development) from 11.7% in 1988/89 to 13.5% in 1991/92.

Resources provided under GABLE will assist the GOM to continue this positive trend; however, even with GABLE and increased financial commitment by the GOM, the gains in educational quality and the ability to accommodate larger percentages of the growing school age population will still fall short of EFA and DEVPOL targets. Nevertheless, these gains are important when the alternatives -- a decline in educational quality and relative primary school enrollment -- are considered.

The GOM recognizes the magnitude of the task and its limited ability to achieve its objectives without donor assistance. The Education for All paper observes, "whilst education is accorded a high priority in government spending, it will be impossible to achieve the objective of education for all by the year 2000 without massive external assistance."

Despite this note of realism, GOM targets in the Development Plan and EFA document are overly optimistic. Progress can be made toward educating a larger percentage of the school age population and improvements in quality are possible; however, educational indicators will not dramatically improve over the next five years and those improvements that are possible will only be attained by substantial increases in GOM resources to education and programs like GABLE.

GABLE calls for an increase in education's share of the GOM total budget of a <u>minimum</u> average of 1 percentage point per year throughout the five years of the program. If only a 1 percentage point increase each year were attained, the education budget would increase from 13.5% in 1991/92 to 18.5% in 1995/96. This would still be short of 19.2% target in 1995/96 that the economic analysis uses to calculate a number of possible program and impact indicators. Therefore, if the GOM wishes to fully maximize the impact that can be achieved in education over the next five years, the educational investment as a percentage of total budget will have to exceed one percentage point per year. The following paragraphs discuss the impact on primary education if the GOM pursues its EFA

targets and implements GABLE activities and reforms. Where figures are available, a comparison is made between the current situation, GOM official targets, and possible targets as projected by GABLE analysis -- in particular the economic analysis.

If the GOM total budget (recurrent and development) allocation going to education increases by more than 1 percentage point each year over the life of the program, i.e., to 19.2% in 1996, and if the primary share of the education budget increases by just over 5 percentage points per year over the same period, i.e., to 63% in 1996 (as the economic analysis calls for if the GOM hopes to maximize what is possible under the EFA objectives over the next five years), then the impact targets in the right hand column of the following table could be realized. It is important to note that the cited GOM targets are not achievable -- they are based on a projected 15% education share of the GOM budget and a 50% primary share of the education budget. Even with the significantly greater budgetary resources projected below, the actual impact will be modest.

Impact Targets

	Current	GOM 1995	EFA with GABLE Targets 1996
1. Enrollment as % of School Age	49.0%	75.0%	51.0%
2. Enrollment of Girls	44.6%	N/A	47.7%
3. Student/Classroom Ratio	86:1	50:1	60:1
4. Student/Teacher Ratio	67:1	50:1	63:1
5. Exercise Books/ Student	2:1	N/A	4:1
6. Texts/Student	1.8:1	3:1	3:1
7. Time to Complete:			
S4			7.0% reduction
S8			6.0% reduction
8. Cost to Complete:			
S4			5.6% reduction
S8			5.0% reduction
9. Student/Teacher Ratio at TTCs	16:1	N/A	24:1

If, however, the financial commitment to education by the GOM and donors (through the development budget) is less than an increase of 6 percentage points over the life of the program, the targets will be less fully realized. The percentage of the school age population enrolled could increase from 49% to 51% with full EFA and GABLE financial support; without pursuing EFA targets and implementing

GABLE, the figure would fall to 45%. Similarly, student/classroom and student/teacher ratios would not fall as much as desired and exercise books per student would not rise to the targets indicated without a GOM education budget percentage around 19%. (Refer to the Economic Analysis, Annex H, for a full presentation of various scenarios under differing assumptions.) The bottom line is that even with GOM agreement to carry out the policies and activities described in GABLE, the targets achieved will be commensurate with the magnitude of the financial commitment.

The economic analysis (see Summary in next section of the PAAD) notes that the efficiency gains alone under GABLE (e.g., the reduction in repetition and the savings associated with reduced school material costs through competition) would provide a positive benefit/cost ratio. There are also several qualitative improvements that GABLE will achieve. These relate primarily to those program and project activities that are designed to improve the perceived value of girls' education (the social mobilization campaign), the school fee waivers for non-repeating girls, the establishment of a gender appropriate curriculum, and GOM commitment to increase the percentage of places for girls in secondary school from the present 28% to the stated target of 33%. Just how much these improvements will increase the number and percentage of girls in and completing primary school can only be conjectured at this point, but careful measurement of these data, as well as knowledge, attitude and practices, will take place as part of the monitoring and evaluation plan of GABLE. The MOEC expects the percentage of girls repeating will drop 2% each year of the program as a result of the school fee waivers, although curriculum reform and the social mobilization campaign will also influence this figure. The economic analysis projects a girls' enrollment increase from 44.6% to 47.7% under GABLE. (See Annex K.)

GABLE also will have an impact on GOM decision makers and the donor community through the various studies financed under the project component. Some studies will provide MOEC and other GOM officials with information and recommendations that are likely to have a positive influence on the efficiency of the primary school system (e.g., double shifting and multigrading, value analysis of school construction procedures, forward planning and budgeting). The Mission will ensure that these studies are brought to the attention of a wide audience by sharing them with GOM officials and donors at conferences and the regularly held donor meetings on education. Other studies could be used to guide future investments by the GOM and donors in education (i.e., the study on expanding girls' enrollment in secondary schools, and the review of the MASTEP program).

GABLE will invest over $325,000 in monitoring and evaluation to establish baseline data and track progress on program activities. The monitoring and evaluation activity will monitor progress where targets are identified, and provide qualitative analysis of those activities not suited to quantitive measurement. This investment is necessary to provide the GOM and USAID with information required (1) to make decisions on satisfaction of conditions precedent to tranche releases, (2) to make adjustments in program and/or project activities, and (3) to guide the mission in future activities related to the education sector.

SUMMARY OF ANALYSES

Economic Analysis Summary

The analytical basis of the economic analysis of the GABLE program is a model of the dynamics of Malawi's education system which projects primary education enrollments using expected population growth and key variables influencing the primary education sub-sector. These enrollment projections form the basis for estimating the need for teachers, classrooms, textbooks, and other supplies. The relevant dynamic linkages with teacher production and physical plant and materials depreciation are also included in the model. Outputs of the model include the effects of the proposed policy changes and the quality, efficiency, and access to primary education, estimates of budgetary requirements for the education sector and primary education sub-sector, estimated effects of GABLE on Malawi's long-run population growth rate, and a cost-benefit analysis of the program.

The estimated effects of GABLE on a variety of quality indicators for primary education is to increase a quality index (which includes the student/teacher ratio, the student/classroom ratio and the availability of textbooks) relative to the effects of a policy approach attempting to maintain the current primary education situation. This relative increase in the quality index equals approximately 35 percent for the year 2000. One of the key conclusions which comes from this analysis is that the production and availability of teachers is the binding constraint for future improvements in Malawi's primary education system.

One of the major expected effects of the GABLE supported policy changes is to significantly reduce the repetition and drop-out rates at all levels of the primary education system. The results of these changes is an improvement in the sub-sector's efficiency as indicated by the expected reduction in the time and cost required to produce a graduate of both standards four and eight. As early as 1996 these efficiency improvements become evident. The time needed to complete standard four falls from 12.7 student-years in the absence of the reforms to 11.8 student- years with the reforms (a seven percent reduction), while the time needed to produce a standard eight graduate is reduced from 29.6 student-years to 27.8 student-years (a six percent reduction). By 2005, the time to produce a standard four graduate is reduced by 16.7 percent with the reforms compared to the no reform scenario, while a 24.3 percent reduction is expected for standard eight graduates. These efficiency improvements in terms of the time required to complete standards four and eight are also reflected in the costs to produce graduates. By 1996, the cost to complete standard four is reduced by 5.6 percent, while the cost to complete standard eight is reduced by a little more than five percent. By 2005 these cost reductions are expected to increase to 11.8 percent and 19.6 percent, respectively.

In terms of overall and female access to primary education, the increased enrollment rates for females, along with the reduced drop-out rates, resulting from the GABLE specific policy changes result in an increase of roughly eight percentage points in the total enrollment rate compared to the case with no reforms. But resulting total enrollment rate of roughly 53 percent in 2005 remains significantly below the overall goal of 75 percent set by the Government of Malawi.

Overall female participation in primary education is significantly increased under the GABLE program. By 1996, the proportion of females in all primary standards is expected to increase from 45.4 percent without the reforms to 47.4 percent with the reforms. This increase is expected to continue through the later years reaching almost 50 percent by the year 2005, compared to 45.4 percent without the reforms.

The basic conclusion of the analysis of budgetary requirements for the education sector is that roughly 19 percent of total budgetary expenditures are required by the education sector. In addition, roughly 63 percent of these resources need to be allocated to primary education. While the projections of budgetary needs indicate a decline in resource requirements beginning in 1997, this decline is generated by the shortage of teachers resulting from Malawi's inadequate teacher production capacity and the desired increase in enrollments. Thus, if the GOM's stated objectives are to be met and additional teachers are available, the above estimates of budgetary requirements would continue to be valid.

The conceptual principle underlying the analysis of the impacts of the GABLE program on Malawi's population growth rate is that as females achieve higher levels of education their basic fertility rates tend to decline. In addition, better child care practices are adopted so that child survival rates improve. Combining these factors results in a change in the basic long-run population growth rate associated with higher levels of educational attainment. Thus, as the educational profile of the female population changes the long-run population growth rate also changes. The analysis is based on the projection of the educational profile of Malawi's female population of child-bearing age. This profile is then used to form a weighted average of the expected long-run growth rates implied by the different levels of educational attainment.

This approach probably overestimates the general reduction in the long-run population growth rate since an immediate movement to the long-run growth rate is assumed, rather than a phased movement into the long-run growth rates. While this approach does not provide a fully accurate description of the resulting population growth rates, it does provide a general indication of the likely effects of improved female educational attainment on Malawi's long-run population growth rates. One final caveat is in order. The interaction between improved female education and the effectiveness of general family planning programs is not explicitly considered in this analysis. Thus, there may be externality effects from GABLE on the variety of family planning activities presently operating or being designed in Malawi.

The observed effects of GABLE on the long-run population growth rate through 2015 are minimal. Without any change in the educational system (status quo scenario), Malawi's long-run growth rate would be expected to decline from an estimated level of 4.01 percent per annum in 1989 to 3.94[1] percent by 2015. With the increased enrollments desired under the EFA objectives, but without the effects of the GABLE reforms, this long-run population growth rate is expected to decline by an additional 0.03 percentage points to 3.91 percent by 2015. When the effects of the GABLE reforms are included, i.e., the further increase in enrollment and the improved throughput of students, the long-run population growth rate is expected decline a further 0.02 percentage points to 3.89 percent by 2015.

Thus, the cumulative effect of the changes in the primary education sub-sector under the EFA and GABLE is to reduce the long-run population growth rate 24 years in the future by 0.05 percentage points. Effectively, this increases the doubling time for the population from 18.3 years to 18.5 years, a gain of 2.4 months.

The final component of this analysis is the actual cost-benefit analysis of the GABLE activity in accordance with the current Africa Bureau guidance for the analysis of Non-Project Assistance (NPA) activities.

GABLE's costs are composed of the following three items:

(1) The opportunity costs of the NPA funds disbursed, converted into local currency at the appropriate shadow exchange rate;
(2) The Project Assistance (PA) expenditures converted into local currency at the appropriate shadow exchange rate; and
(3) The increased GOM budgetary costs for primary education resulting from the GABLE sponsored reforms.

The increased budgetary costs are given by the difference between the primary education expenditures required under Scenario 2 (EFA Objectives Without GABLE Reforms) and those required under Scenario 3 (EFA Objectives With GABLE Reforms).

The general approach used to estimate the value of the benefits of the GABLE reforms is to examine the efficiency gains (cost-savings) resulting from the implementation of those reforms. The analysis is complicated by the fact that due to the effects of the GABLE reforms, the primary education system carries a larger student load with the reforms than without. To account for this load discrepancy, the estimation of the benefits is based on what the unreformed system would have cost if it had to produce the same number of graduates as the reformed system. Thus, the benefit stream is given by the difference between the product of the number of graduates produced by the reformed system and the cost of

[1] The long-run population growth is not the growth rate that would be actually expected in a specific year. The long-run growth is an average rate which is dependent upon projections of basic fertility and child survival rates which are likely to be achieved in the future.

producing a graduate for the unreformed and reformed primary education systems. The economic justification for GABLE is based on the benefit stream estimated for Standard 8 graduates.

In addition, the possible cost-savings for child health care and primary education resulting from the reduction in the long-run population growth rates across these two scenarios are also examined.

The discounted net-benefit stream based on the cost-savings from Standard 8 graduates results in cumulative discounted net-benefits that are positive beginning with 1993 and increase to a value of K119 million by the year 2006. The cumulative discounted benefit-cost ratio rises from 2.03 for the period 1992 through 1997, to 2.06 for the period 1992 through 2001, and increases further to 2.20 for the period 1992 through 2006. These cumulative discounted benefit-cost ratios imply that the discounted benefits are more than twice the discounted costs over this time period.

The main factor which generates these cost-savings is the expected immediate implementation of the 75/20/5 admission policy for secondary schools (form one). The effect of this policy is an immediate reduction in the volume of repeaters in Standard 8 which generates an estimated increase in Standard 8 completers of approximately 9,500 students compared to the no reform scenario. Thus, the base on which the cost-savings are calculated (the number of Standard 8 leavers with the GABLE reforms) immediately creates a large estimated cost-savings.

The effects of GABLE on population growth actually increase social service costs since there is a slight increase (negative reduction) in the population growth rate over the period 1994 through 2001. While this effect begins to reverse in 2003, the timing of these changes and the fact that absolute per pupil primary education costs increase with the effects of GABLE results in increased costs for future health and education services. These increased costs, however, are not sufficient to eliminate the cumulative net-benefits from the cost-savings of reducing the number of repeaters in standard eight.

Institutional Analysis Summary

Ministry of Education and Culture (MOEC): This ministry manages the formal education and training system as a whole, and directly administers primary, secondary, technical and correspondence education. MOEC is also responsible for a number of autonomous agencies, including the University of Malawi, Malawi Institute of Education (MIE) and Malawi National Examinations Board (MANEB). The organizational capabilities of the MOEC are under stress to cope with the demands in the education system.

Government and the World Bank have invested significant resources over the past four years to identify and remedy institutional constraints within MOEC. In March 1988, Price Waterhouse completed a wide-ranging policy and management review of MOEC's central and local operations. DPMT, following on this initiative, then conducted its own study. These efforts and USAID's own sector work highlight the following two institutional constraints:

- MOEC's capacity to manage persistently strong social demand for schooling is very limited. Efforts to increase access have outstripped focused attempts to improve educational quality. The Planning Department in the MOEC is understaffed. According to the Price Waterhouse Education Service Review, the 10 year educational plan lacks a prioritization of objectives, it has no yearly targets, and it does not focus much on the means of implementation of its objectives. Communication within the Ministry needs to be strengthened, both in terms of speed and quality.

- MOEC efforts to build even a modest management information system (MIS) have proven futile to date. It presently takes about two years to produce annual education statistics because they are manually processed from 2,506 primary school questionnaires. These data cannot be manipulated efficiently, nor readily applied to policy issues.

Four technical advisors have worked in the planning office over the past six years. Transfer of technical skills has been disappointing. The type of computer hardware and software introduced has changed with each new long-term advisor. The impressive Primary School Quality Study has been completed, but its rich data have not been incorporated into a MIS system. Researchers have not been encouraged to conduct further analyses of the data.

On the positive side, MOEC is demonstrating a commitment and technical capacity to decentralize certain functions. Budget, accounting, and some regulatory authority have been transferred to the regional and district education offices, although at present these offices simply administer the funds locally according to centrally-set budget allocation formulas. MOEC has also improved the support system for teachers through efforts to change the role of headmasters and inspectors in a CIDA-funded program. Recently, the Ministry has shown the ability to articulate a limited set of priorities and encourage local initiatives in crafting remedies.

Project Implementation Unit (PIU): Located in Blantyre, this branch of the Planning Division of the Ministry of Education was established to implement the activities of five IDA education projects and two IDA education sector credits. During its 20 years of existence, it has established a good track record. Most of its tasks have involved civil works. World Bank sources say that the PIU effectively manages tendering, contract selection and site supervision, control of stock, and procurement of materials and equipment. The PIU has substantial responsibilities for textbooks under the second IDA credit; as yet, there has been little evidence on which to judge the PIU performance of this task. Despite considerable staff turnover recently, particularly architectural, the Bank is optimistic about the impact of recent changes in top management of the Unit.

When visited, senior staff inspired confidence. They were frank in explaining that they were already operating at capacity, and that they would only be able to expand programs if they were provided with resources and additional staff particularly to supervise construction activities. They have an arrangement with a firm in Blantyre allowing them to employ temporary technical staff to help them meet the needs of intermittent MOEC programs.

Malawi Institute of Education (MIE): MIE has an important role to play in improving the quality of primary education in Malawi. It is an independent parastatal organization with particular responsibility for undertaking research and disseminating information on subjects such as primary teacher in-service training and primary curriculum development. The Institute also undertakes some in-service training itself for a range of educational personnel. It is understaffed, with about 25 educationalists and others.

This unit's workload has increased since it began the curriculum reform effort, the design and testing of more textbooks and teacher guides, and the expansion of the school management training course (via CIDA and UNDP support). MIE has displayed a strong ability to keep on schedule, even with complex tasks, like the major curriculum reform initiative. MIE will have to engage additional staff and perhaps create a separate unit to implement the gender-appropriate curriculum reforms under GABLE. Short-term technical assistance will also be provided to MIE under the projectized component of GABLE.

The Theatre for Development (TfD) The TfD will play a key role in the Social Mobilization Campaign. It forms part of the Department of Fine and Performing Arts at the Chancellor College in Zomba, and is headed by Dr. Christopher Kamlongera. This troupe operates by visiting rural areas and talking to the villagers about their attitudes on a particular topic. The troupe then goes back to the University where the students improvise a play around the themes discussed with the villagers. Finally the troupe returns to the village and acts out the play, encouraging the villagers to respond and get involved in the performance. This approach is an innovative and culturally appropriate one to design creative and engaging messages for the target population.

Ministry of Community Services (MOCS): The MOCS has considerable potential for outreach through its grassroots workers to define and get out the message for the Social Mobilization Campaign. The MOCS extension network has two levels of extension agents. 379 Community Development Assistants (CDAs) work at district centers and supervise 180 Homecraft Workers (HCWs) and Functional Literacy Instructors. HCWs and Literacy Instructors have direct contact with rural villagers through the classes they teach.

The most recent study of MOCS is the World Bank's, "Needs Assessment for the MOCS New Program for Income Generation for Rural Women" (December 1989). This report and recent USAID interviews highlight the following institutional constraints which affect the Ministry's ability to carry out a social mobilization campaign.

MOCS decision making is highly centralized. Decentralization to the district level is underway, but happening slowly. Communication is weak within MOCS, both between the field and headquarters, and among CDAs from different regions. Lack of tranportation and difficulty in posting staff to rural areas are barriers to effective MOCS outreach to remote areas.

MOCS field staff lack adequate training in project planning and social mobilization skills, such as group dynamics, village problem solving and communication skills. On the positive side, the field workers are very committed and hard-working.

Chitukuko Cha Amai M'Malawi (CCAM) works through the political system at the district level on development projects of interest to women. CCAM can provide important input and support at both the task force and grass roots level. The Social Mobilization Campaign fits in with the CCAM priorities. Members routinely work with various ministries and provide excellent linkages to political mechanisms at the national, district and local levels.

In summary, both PAIP and PAAD design teams concluded that the GOM, through the MOEC and PIU, along with MIE, MOCS, CCAM, and the Theatre for Development at the University of Malawi, could implement the GABLE program with additional GOM budget support. Additional staff will have to be hired by PIU, MIE, and perhaps at MOEC to carry out the activities of GABLE. There should be no impediments to such staff increases so long as the concerned organizations budget for them.

Except for the social mobilization campaign for which a long-term advisor is required, the PAAD team concluded that the GOM could carry out its responsibilities under GABLE without long-term technical assistance. Short-term assistance, however, will be required to develop some of the plans of the program, to provide advice to MIE on curriculum reform, to supervise the monitoring and evaluation, and to provide advice and assistance in selected areas where the GOM lacks staff or experience. See the Project Description Section of the PAAD, the Institutional Analysis and the Social Mobilization annexes for more details on technical assistance provided under GABLE.

Social Feasibility Analysis Summary

GABLE is concerned primarily with improving educational access and efficiency for the principal target group of the Program - girls of primary school age. Other target groups include the parents and guardians of these girls, the communities in which they live, and education representatives concerned with planning and implementing primary education for girls in Malawi: teachers, headmasters, school inspectors, teacher trainers and curriculum development specialists.

GABLE's approach to each of these additional targets is to provide them with resources and to affect them in a manner that will increase the flow of benefits they provide to the primary school-age girls that are GABLE's principal concern. Each of GABLE's components focuses on these target groups through program and projectized interventions with an overall view toward increasing girls' access to primary school as well as the support they receive from their families to obtain an education. A more detailed analysis of GABLE's social feasibility is to be found in Annex J.

Improving the Long-Term Financial Resource Base and Internal Efficiency of the Education Sector: The components of Supporting Objective A aim to increase education's relative share of the GOM budget, augment primary education's relative share of the MOEC budget, and reduce repetition rates in primary schools in order to lower MOEC costs per primary school graduate. (See Program Component for a detailed description.)

Higher spending targets for education have been established before, but have not been met by the GOM. The issues that are raised by GABLE's objectives involve GOM access to resources and willingness to shift allocations among sectors. The need for increased GOM commitment to education, and to primary education in particular, is apparent, but the political willingness of GOM to move in this direction is less than clear. This clouds the prospects for resource re-allocation even though this would be acceptable from a social feasibility standpoint.

GABLE also aims to increase the efficiency of the primary education system by reducing repetition rates among primary school pupils. This component has two parts. The first is support for MOEC's plans to reduce Standard 8 repetition rates by introduction of a Form 1 intake policy that discourages multiple repetitions. The second part is assistance with primary school registration at all levels so that repetition rates can be monitored accurately and reduced through MOEC policy reform. A complementary intervention, the waiver of school fees for girls who do not repeat, is discussed under Supporting Objective C below).

Given the ambiguity that surrounds the decision to have pupils repeat, it is advisable that GABLE provide technical assistance for a study of the nature and locus of decision-making on repetition so that the MOEC policy reform to reduce repetition will be well-informed and successful.

Improving the Quality of Primary Education: Supporting Objective B proposes to increase the supply and lower the cost of learning materials; increase the number of classrooms and teachers' houses, and improve the utilization of available classrooms and teacher training colleges.

There is a pressing need for more learning materials and primary classrooms in Malawi. It is entirely appropriate that GABLE address these needs. Social feasibility issues will arise, however, when the production and delivery of lower cost learning materials is pursued. Private interests that link GOM and the parastatal book publishing agency in Malawi stand to lose profits and control over these key activities if procedures for introducing competitive bidding are pursued under GABLE.

While there seems to be consensus among educators that quality learning materials should be more widely available on time and at lower cost, there is also agreement that existing arrangements for production and distribution will not be altered easily. Thus some resistance, perhaps at very high levels, can be anticipated relative to GABLE's efforts to introduce competitive bidding and to rearrange current monopolistic conditions for publishing and distributing learning materials.

The need for classrooms is daunting, and the impact of GABLE's sorely needed contribution may appear modest in the context of overall requirements. Small gains in infrastructure will be augmented by more efficient use of existing classrooms through double shifts, and perhaps multigrade classes. Feasibility of each of these will be explored by studies; double-shifting will also be tested through a pilot project.

Finally, GABLE supports increased production of trained teachers by greater use of existing teacher training colleges. This will be accomplished by overrecruitment to compensate for non-matriculating teacher candidates, and by admission of day scholars to urban TTCs so that more teachers can be trained than permitted by current boarding facility limitations. The objective is to use TTCs to their fullest capacity. Both of these are sound interventions, and will have broad beneficial impact on the primary system.

Improving Girls' Access to and Quality of Education: Supporting Objective C focuses on getting girls in school earlier and keeping them longer through a social mobilization campaign, development of a gender-appropriate curriculum, and by providing school fee waivers for non-repeating girls.

Social Mobilization Campaign: The campaign aims to change perceptions and attitudes in a direction that is more supportive of girls' education. The need for a concerted effort to increase the awareness in Malawian society about the importance of encouraging and supporting girl's education has been expressed repeatedly in recent years by Malawians concerned about women's contribution to national development. Examples include the National Seminar on Causes of Primary School Dropouts in 1988, the Conference on Access

by Girls and Women to Education and Training, sponsored by the National Commission on Women in Development in 1990, and the Malawi Government's contribution to the 1990 World Conference on Education for All.

Participants in these fora, as well as the authors of a growing number of studies of education in Malawi (e.g. Davison and Kanyuka 1990; Kainja 1991, Grant Lewis et al 1990, Malewezi 1988) have repeatedly called for broad-based efforts to educate the public about the value of primary education for girls, and to initiate efforts to modify long-standing and widespread patterns of gender-biased thinking about the limits of education and opportunities for girls and women that have negative effects on attainment by girls and women in Malawi.

The Social Mobilization Campaign proposed by GABLE responds to this often expressed need by proposing a broad-based, multichannel, highly flexible and intensive approach. The campaign aims to clarify local perceptions and attitudes about girls' education, promote a dialogue with members of Malawi's communities on education issues, increase girls' awareness of and interest in educational opportunities, and change the attitudes and increase the willingness of community members to support girl's primary education. The campaign will contribute to primary school enrollment by encouraging more girls to enter at appropriate ages (6-7) and increased parental support (both attitudinal and materially) for girl's education.

The campaign's target groups are parents, other primary caregivers, (and by implication, other community members), girls of primary school age, and individuals in positions of authority, who influence relevant policy decisions.

Because of their strategic importance as participants and as potential sources of support or resistance to girls' education, these targets groups are very appropriate. They are also comprehensive, and include most segments of Malawian society. In fact, the comprehensiveness of these target groups underlines the challenge faced by the campaign: effecting broad-based changes in social attitudes relative to areas of gender ideology and gender structuring that appear to have remained particularly resistant to change.

We can expect that features of this worldview, based in part on widely shared and deep-seated assumptions concerning the strong linkage between male domination and achievement, on the one hand, and the criteria that both men and women in Malawian society use on an everyday basis to define and assess socially acceptable (and "normal") notions of ability, status and roles, on the other, will resist excessive and rapid change. Nonetheless, the diversity of approaches envisioned by the campaign to address some of the perceptions and attitudes that contribute to this worldview are attractive, based on local efforts to promote social change and development, innovative, and are certainly worth trying.

The campaign's approach is feasible, particularly if all principal actors are involved from the very beginning (we refer in particular to the field staff of the Ministry of Community Services), and if the implementors adjust their approaches to local reactions and opportunities. We cannot predict the magnitude of change in the Knowledge, Attitude and Practice (KAP) values from the time of the baseline survey until the time of the final evaluation, but we believe it is reasonable to expect statistically significant change. Changes in levels of knowledge about educational opportunities may be easier to realize than changes in attitudes, however, and two contributing factors merit attention.

First, given the links between attitudes concerning girls' education and those concerning womens' broader participation in Malawi's development, substantial and continuing change in the former, more specifically focused area may depend on changes in the broader context relative to women's status and roles. There appears to be little movement in this latter area, although potentially strong voices for advocating change may be found in the NCWID and CCAM. This interlinkage between a part (perceptions and attitudes concerning girls' education) and the larger whole of values and attitudes concerning women in Malawi may dampen the campaign's impact.

A second factor contributing to current perceptions and attitudes is the general opinion that education be used to improve economic chances. Malawi's socio-economic development has not yet reached the point where there is broad consensus about the inherent or instrumental value of primary education. In view of girls' limited economic options, it may remain difficult to convince people of the value of primary education for girls while they have few money making possibilities. Since GABLE is not designed to affect the overall structure of economic opportunity in Malawi, public awareness of limited money-generating options for girls may constrain the effects - in acts if not in changed attitudes - that GABLE's campaign might otherwise have induced. Under present conditions, strapped heads of households may be unwilling to invest scarce cash or forego valuable domestic labor provided by children in order to educate their daughters. This may be particularly so where there are choices to be made between supporting daughters and sons for promotion in a society where the opportunities for professional development are so heavily weighted in favor of men.

Gender Appropriate Curriculum: In 1989, the Malawi Institute of Education (MIE) initiated a program to revise the existing primary curriculum (the first time in some 20 years). The objective is to provide a better balance between emphasis on pupils' development of skills useful for gaining a livelihood (given the large number of children that do not continue on to secondary education), and emphasis on more academic requirements for the PSLC examination.

Evidence from assessments of the old curriculum indicates that the content was biased significantly in favor of males, and underemphasized the roles of girls and women. This bias in favor of males was observed both in curriculum content and in teacher

performance (Davison and Kanyuka 1990; Habrowski 1990; Moyo 1990). A review of the newly revised (May 1990) teachers' syllabi suggests that earlier gender biases persist in the new curriculum despite its greater emphasis on imparting "life skills." The newly emerging curriculum, therefore, should be assessed with reference to continuing gender biases.

There is a need to establish guidelines and mechanisms to ensure that the MIE's efforts to improve upon the older curriculum are gender appropriate. GABLE can usefully respond to this need by providing appropriately focused technical assistance (TA) and periodic training to MIE staff.

Arrangements should be made for a thoroughly cooperative function between expatriate TA and a Malawian counterpart, possibly within a unit having a well-defined focus. The periodic provision of short-term TA is preferable, but this arrangement may usefully follow an initial period of several (2-6) months of resident TA to organize and develop approaches for the task. Ideally, both members of the unit would have backgrounds in the sociology or anthropology of education and some experience with curriculum development needs. This assistance could take the form of a unit to ensure that aspects of the primary and secondary curricula are linked to and drawn from the realities of socio-cultural and economic life in Malawi; the unit would be particularly concerned that the curriculum accurately portray both males and females in terms of their roles in society.

A second aspect of improving the curriculum in terms of gender sensitivity is teacher performance. It is not enough for GABLE to support the development of a more gender-appropriate curriculum for primary and secondary education. Teachers, headmasters, deputy headmasters, teacher trainers and individuals that are responsible for in-service training must also <u>perform</u> in class according to guidelines that reflect greater attention to gender issues. Thus GABLE should also assist MIE and other relevant agencies of MOEC to ensure that all teachers, trainers and inspectors receive thorough training in approaches that are fair to both girls and boys.

Current levels of training that are provided by the Malawi Institute of Education (MIE) to teachers that are implementing the revised (1990) Standard 1 curriculum in pilot schools throughout Malawi appear to be insufficient. An estimated 3-4 days were spent at MIE to introduce teachers and headmasters from the pilot schools to the new materials, and to the curriculum's new orientations. Nonetheless, teachers have been obliged to rely very heavily on their teachers' guides, and have benefitted from occasional backstopping from headmasters and MIE.

The introduction of a revised curriculum, especially the gender-appropriate curriculum proposed by GABLE, will require greater investments in teacher training, refresher courses and follow-up. A three or four day introduction to changes in content and teacher orientation will probably be too brief to be effective. When the gender-appropriate curriculum is introduced with GABLE support, a longer training period may be required.

The importance of effective teacher training and follow-up cannot be over-emphasized; having new materials and orientation available in the form of documentation is no guarantee that students will benefit from the innovations. Evidence from Malawi (and other countries) suggests that despite the availability of new teaching methods, teachers are often reluctant to change their ways (Chakravarti 1989). Implementing the gender-appropriate curriculum which GABLE supports will also require GABLE assistance for training, seminars and workshops for all education staff that will introduce and evaluate implementation of the new curriculum.

In addition to providing initial and follow-up training and visits to schools and TTCs, MOEC should be encouraged to introduce incentives for more effective teacher performance with reference to gender-sensitivity and other aspects of the revised curriculum.

Financing School Fee Waivers for Non-Repeating Girls and Increasing the Proportion of Girls in Secondary Education: Two additional interventions will encourage increased enrollment by girls in primary school. These components consist of financing school fees for non-repeating girls in standards 2-8, and increasing intake in Form 1 of girls that complete primary school.

Both of these components will have an impact on a subset of opportunity structures that are currently perceived as important obstacles to girls' educational access: the high cost of tuition fees relative to very low levels of disposable household income in Malawi, and the widely shared perception that very few primary school completers are admitted to secondary schools. Neither component will eliminate these constraints on girls' access to education, but they will reduce their impact.

The fee waivers will in addition, encourage girls to avoid repetition of standards. Thus, they will contribute also to Supporting Objective A by increasing the efficiency of primary education system.

GABLE's financing of school fee waivers for girls is not only feasible but extremely appropriate. GABLE's aim of increasing intake of girls in secondary education is also a feasible strategy, and should be coupled with GOM initiatives to increase overall opportunities for secondary education.

PROGRAM IMPLEMENTATION ARRANGEMENTS

Implementing the Policy Agenda

The GOM will be responsible for implementing the GABLE program. It will provide the financial resources, including staff, staff support, supplies, equipment and materials, required to carry out the program activities outlined in the GABLE policy matrix and discussed in the Program Description section of the PAAD.

The MOEC, the principal implementing ministry, will utilize a two tier structure to guide and implement GABLE. A supervisory committee consisting of the MOEC, USAID, EP&D, Treasury, MOCS, the University and other non-governmental organizations interested in girls' advancement and primary education will meet between 2-4 times a year or as determined by MOEC, MOCS and USAID to provide oversight and advice on GABLE. Day-to-day implementation of GABLE activities will be coordinated through an MOEC desk officer, PIU and representatives of MOCS, MIE, and the University. This implementation committee will meet at least monthly with USAID.

USAID's role in the program agenda will be to support the GOM's efforts to implement the program with TA and studies under the project component and to monitor the GOM's progress in meeting the objectives of the GABLE program. Specifically, USAID will monitor GOM compliance with the conditions of the program agreement and with the implementation plans for program activities submitted by the GOM and agreed to by USAID.

Monitoring GOM compliance with program conditions will serve two purposes. It will verify continued GOM support of GABLE objectives and it will provide information on significant outputs and progress toward indicators that will be useful in evaluating the impacts of the program.

Dollar Disbursement Management

USAID budget support financing for the GABLE program is $14,000,000 which will be released in cash disbursement tranches of $4 million the first year, $5 million the second year, and $5 million the third year of the program which will take five years to fully implement.

Section 575 (b) (i) of the 1991 Foreign Operations, Export Financing and Related Programs Appropriations Act requires that assistance provided on a cash transfer basis be deposited into a separate account and that the uses of the dollars be specified and agreed upon with the grantee. Section 575 (b) (4) of the same act allows for an exemption from this requirement for non-project sector assistance programs. USAID/Malawi has requested and been granted such an exception. See Annex E for the approved action memorandum on this subject.

Upon satisfaction of the conditions precedent to disbursement for each tranche of program funds, USAID Malawi will receive from the GOM a financing request executed in accordance with A.I.D. Handbook 4. That financing request will identify the bank, the account number, and the holder of the account into which A.I.D. funds will be disbursed.

USAID Malawi conducted a General Assessment of GOM Budgeting and Accounting Procedures in conjunction with the development of GABLE. The assessment is Annex D to the PAAD. The conclusion of that assessment reads:

> Based on this assessment, USAID/Malawi expresses a high degree of confidence that the GOM's budgeting and financial management systems provide reasonable assurance that funds, both U.S. dollars and local currency, if generated, associated with the U.S. assistance will not be diverted and will be used for intended purposes. This is further supported by the review of GOM Ministry of Agriculture accounting system performed by the Price Waterhouse Associates in July, 1989, and the one performed by the USAID/Malawi Financial Management Office on GOM Ministry of Health's Accounting system in November, 1988 with following review in June, 1990. However, no system of accounting and internal control can provide absolute assurance against fraud or defalcation and this conclusion is subject to compliance with the systems and controls in place and vigilance of the GOM and USG audit authorities.

Because dollar uses will not be tracked and therefore cannot be specified, there will be no generation of local currency (see State 202944, dated June 20, 1991, on "A.I.D. Local Currency Policy)". The Mission has determined that there also should not be local currency deposits. This determination for not requiring local currency for programming is based on consideration of the opportunity costs of monitoring local currency accounts, and in confidence in the GOM's budgeting process, as concluded in the General Assessment of GOM Budgeting and Accounting Procedures.

Project Procurement

GABLE project assistance totals $6 million. This will fund technical assistance for program implementation and monitoring, studies to review methods and options for improving primary education, implementation of a country wide social mobilization campaign to improve perceptions about girls' education, and commodities to support these activities.

GABLE will use several approaches to obtain these services and commodities: buy-ins to centrally-funded projects; use of indefinite quantity contracts (IQCs) managed by Washington and REDSO/ESA; and direct competitive procurement for some commodities, services and studies; and possibly a cooperative agreement to implement the social mobilization campaign.

The mission will make substantial use of the centrally managed Advancing Basic Education and Literacy (ABEL) Project. The ABEL project, sponsored by A.I.D.'s Office of Education of the Bureau for Science and Technology, is set up to work with USAID Missions and host countries in designing and implementing programs to improve equity, quality, and efficiency in basic education. ABEL also focuses on the participation and persistence of girls in basic education. Since ABEL is already established to provide the kind of technical services GABLE will require, the Mission plans to utilize the buy-in mechanism for much of the TA that will be carried out during the first three years of GABLE. ABEL terminates in September of 1994 which coincides with the end of the third year of GABLE; however, since most of the TA and studies will be done in the first thirty six months of GABLE, ABEL will be the principal source for advisory assistance during the critical period of GABLE when the implementation of GOM policy reforms will take place and trigger the program's three tranche cash transfers. Services required in years four and five of the GABLE program will be procured through direct competitive procedures or the IQC mechanism. Discussions in A.I.D./W with the ABEL technical officer have led to an "agreement" to reserve up to $4 million of the remaining buy-in ABEL ceiling for Malawi's GABLE project. In addition to the technical compatability between the services offered by ABEL and required by GABLE, ABEL also offers the mission the convenience of technical assistance almost immediately after the obligation of GABLE funds during the important period when the policy dialogue of the design phase needs to be translated into action to implement the program. Furthermore, the Mission will realize project savings because the indirect costs of the ABLE project are covered by S&T.

The mission will do some contracting outside ABEL as follows:

- A PSC will be hired to work full time on GABLE activities under the direction of the Mission's Human Resources Development Officer. This position will be advertized locally and the contract executed by the Mission's Executive Officer.

- The mission is considering utilizing a cooperative agreement for implementation of the Social Mobilization Campaign, but a direct contract and buy-in mechanisms remain options. Also,

cost reimbursement to selected GOM institutions may be used to finance some in-country activities such as workshops, meetings, research and evaluation. A final decision on how the social mobilization campaign will be implemented will be made during the first six months of GABLE implementation after further discussions with the participating GOM agencies. Cost reimbursement will be used with any institution only after positive findings of a financial review on that institution's capabilities and adequacy of its accounting procedures and controls. Detailed payment/reimbursement procedures will be outlined in subsequent Program Implementation Letters.

- Some commodities (computers, software, etc.) will be procured directly by the mission, through the ABLE buy-ins or through one of the two IQC procurement service agents handled out of REDSO based on the advice of the REDSO RCMO.

- The Mission will utilize IQCs managed by A.I.D./W for certain services that may be beyond the scope of the ABEL project (e.g., an engineering value analysis of primary school construction methods and procedures).

An audit of the program will be scheduled for September, 1994. All recipients of U.S. Government funds will be responsible for the annual audits of the activities financed under the project component. Such recipients will be required to have these audits performed by independent auditors approved by the A.I.D. Inspector General, and in accordance with U.S. Government auditing standards. Technical assistance, where necessary, will be provided to the recipients by USAID and/or the A.I.D. Inspector General in contracting for and/or implementation of these audits. Sufficient funds are budgeted in the project budget for these purposes.

Methods of Implementation and Financing

Item	Implementation	Financing	Estimated Amount ($000)
NPA	- A.I.D.	- Cash Disbursement	14,000
TA/Studies/ M&E/Audit	- A.I.D. buy-in - IQC	- Letter of Credit/ - Direct Payment	2,025
Commodities	- A.I.D. direct - PSA	- Direct payment - Letter of commitment*	100
Social Mobilization	- A.I.D. Direct - Cooperative agreement - Buy in - GOM institutions	- Direct payment - Letter of credit - Cost reimbursement	3,090
		TOTAL	20,000**

* Where USAID will use PSA for the procurement of commodities, a bank letter of commitment (Bank L/Com) will be used because of the involvement of several suppliers and the resulting proliferation of invoices and required payments.

** Does not include 15% contingency on project assistance.

Development Fund for Africa Certification

The commodities and services to be funded under this program will be financed by Development Fund for Africa (DFA) resources. Following the Congressional guidelines set forth in the legislation authorizing the DFA, all reasonable efforts have and will be made to maximize procurement of U.S. source/origin commodities. Only those items which are not currently made in the U.S. (e.g. 220V 50H electronics equipment and right-hand drive serviceable vehicles) will be designated for purchase from non-U.S. source/origin. Therefore, the USAID/Malawi Mission Director, in accordance with A.I.D. Africa Bureau guidelines, will maximize U.S. procurement whenever practicable. The A.I.D. Project Officer assigned to monitor this project will keep records of all commodities purchased by the project by A.I.D. Geographic code and will report this information annually to A.I.D./W.

Gray Amendment Certification

The procurement plan, including procurement of goods and services, for GABLE was developed with full consideration of maximally involving minority and women-owned firms, or Gray Amendment organizations, in the provision of required goods and services. Where this is likely to take place primarily is in the use of procurement service agents, who have been selected on that basis. The nature of the program, however, will not permit major set-aside minority or Gray Amendment contracting. Such contractors, however, will be able to bid on the planned cooperative agreements and other contracts under the program.

Mission Management

The GABLE Program will be managed by the Mission's Human Resources Development (HRD) Office under the direct supervision of the Human Resources Development Officer. The project component of GABLE will fund a full time personal services contractor to work exclusively on implementation of the GABLE program under the direct supervision of the HRDO. The HRD Office will be backstopped by the responsible Project Development Officer within the Project Implementation and Development Office. In addition, the Program, Analysis and Evaluation (PAE) Office will be responsible, in conjunction with HRDO, for the overall monitoring of the Program's policy reform activities in the context of the Mission's annual Assessment of Program Impact (API) for the Country Program.

While the GABLE Program ultimately responds to all five of the Mission's Strategic Objectives, its primary focus is to address the Strategic Objective to reduce fertility. Towards that end, the Mission's Health, Population and Nutrition (HPN) Office will be engaged, as part of its overall responsibility, in monitoring and evaluating this Objective's targets and indicators. Substantive impact in this area, however, will likely occur well after the program's term. Nonetheless, the HPN Office will be responsible for establishing baseline data, and monitoring and reporting to Mission management on achievements toward our objective.

Monitoring and Evaluation (M&E)

The major goal of the Mission's Country Development Strategy Statement (CDSS) is to enhance the economic well-being of the average Malawian household. Achievement of this depends on the realization of strategic objectives which include: reducing fertility, decreasing infant and child morbidity and mortality. GABLE will contribute to the attainment of these objectives.

There is thus a close link to both the strategic objectives and the overall Mission goal. The monitoring and evaluation plan for GABLE will monitor the progress of the GABLE program and assess the impact of GABLE on the Mission's strategic objective to reduce fertility rates.

Program Goal

The goal of the GABLE Program is to decrease fertility rates among Malawians through greater educational attainment of girls. The main indicator which will be measured with respect to this goal, is decreased fertility rates. One means of verification for this will be population and health statistics, such as a reduction in the average age of women at first birth. An important assumption for this is that the correlation between girls' primary education and reduced fertility is a valid one and that it will continue to be so.

Program Purpose

The purpose of the program is to increase girls' attainment in basic education. Indicators which will be monitored and evaluated include

i) Reduced cycle costs for primary graduates;
ii) Reduced pupil/classroom ratios;
iii) Reduced pupil/teacher ratios;
iv) A greater percentage of girls in each standard;
v) Increased percentage of girls enrolling and graduating.

These indicators will be verified through GOM records and statistics, and through the Monitoring & Evaluation system established under the program. Where reliable baseline data is not available, it will be established during the first six months of the program by the monitoring and evaluation consultant.

Program Outputs

The program activities themselves will have to be monitored to assure achievement of program level outputs and inputs. Output level and the accompanying indicators are presented below:

OUTPUTS	INDICATORS
i) Increased financial resource base	- Education share of GOM budget increased from 13.5% in 1991/92 to 15% in 1992/93, 16.5% in 1993/94, 17.5% in 1994/95, and 18.5% in 1995/96.

		- Primary share of education budget increased from 35% in 1991/92, to 39% in 1992/93, 43% in 1993/94, 47% in 1994/95, and to 51% in 1995/96.
ii)	Improved efficiency of the education sector.	- Reduced student years to produce Std. 8 graduate by the end of the program. - Reduced repetition rate per primary standard by 25% by the end of the program.
iii)	Improved quality of primary education system.	- Number of classrooms and teachers houses increased by 300 and 75 respectively by the end of the program. - Pupil/teacher ratio reduced. - Application of double shifting. - Improved procurement and distribution system for learning material. - Increased utilization of TTCs.
iv)	Improved access to quality education for girls.	- Reduce % of girls repeating by 2% per year. - Revised (gender appropriate) curriculum used in Standards 2-8, TTCs, and in-service training. - Nationwide system of school fees waivers for non-repeating girls in Standards 2-8 in effect. - Increased retention of girls. - Increased percentage of girls in secondary schools.
v)	Improved knowledge and understanding of the benefits of educating girls.	- Increased enrollment of girls in primary schools. - Significant KAPs changes.

The means of verification for the above outputs and activities will be the GOM budget, GOM records and statistics, the GABLE M&E system and the KAP (for the Social Mobilization Campaign) Survey. Important assumptions include:

a) timely release of funds to MOEC and parastatals by GOM;

b) MOEC commitment to primary education;

c) that enrollment in primary school system does not increase dramatically; and

d) that costs per student do not increase significantly.

Program Inputs

The program activities identified in (c) above will also require input monitoring. The input indicators monitored will include:

AID	GOM
- Cash grant	- Construction
- TA	- Salaries
- Studies	- Tuition fees
- Commodities	- Training
- Social Mobilization Campaign	- Logistical support

Finally the Monitoring and Evaluation plan is based on three principles:

- Existing data should be used wherever possible, particularly as the source of baseline data. Secondary analysis of existing data sets should play a major role.

- Education indicators should be integrated into plans for data collection in other sectors, specifically health and population.

- Research efforts should continue in order to enhance our understanding of the relative effects of school and out of school factors on girls' educational attainment.

The project has budgeted $137,250 for ongoing monitoring and evaluation, $128,250 for a six week evaluation in year two, and $60,000 for a project audit in year three.

Implementation Schedule

Event	Agent	Timing
		1991
Obligation and proag signing	GOM/USAID	September
PIL #1	USAID	October
PSC hired	USAID	November
GABLE planner arrives	USAID/MOEC	November
		1992
Curriculum advisor arrives	USAID/MIE	January
RFP social mobilization campaign	USAID/MOCS/TfD	January
Registration TA	USAID/MOEC	February
Repetition study	USAID/MOEC	February
Value analysis study	USAID/PIU	February
Conditions precedent to tranche one met	GOM	February
Monitoring and evaluation TA	USAID/MOEC	March
Double shift/multigrade study	USAID/MOEC	April
Uniform study	USAID/MOEC	April
Social mobilization contractor selected	USAID/MOEC/MOCS/TfD	June
Budgeting & planning TA	USAID/MOEC	June
Curriculum advisor returns	USAID/MIE	September
GABLE planner returns	USAID/MOEC	October
Secondary school study	USAID/MOEC	October
Registration TA returns	USAID/MOEC	October
Radio school feasibility study	USAID/MOEC	October
Repetition TA	USAID/MOEC	October
Monitoring and evaluation TA	USAID/MOEC	November
		1993
Conditions precedent to tranche two met	GOM	February
GABLE planner returns	USAID/MOEC	April
Mid-Term evaluation	USAID/MOEC	August
Curriculum advisor returns	USAID/MOEC	September
GABLE planner returns	USAID/MOEC	October

Distribution study begins	USAID/MOEC	October
Monitoring and evaluation TA	USAID/MOEC	October
Registration TA returns	USAID/MOEC	November
		1994
Conditions precedent to tranche three met	GOM	February
GABLE planner returns	USAID/MOEC	April
MASTEP evaluation	USAID/MOEC	April
Audit	USAID	September
GABLE planner returns	USAID/MOEC	September
Monitoring and evaluation TA	USAID/MOEC	October
National mobilization campaign begins		October
		1996
PACD		October

CONDITIONS, COVENANTS AND STATUS OF NEGOTIATIONS

Conditions Precedent to Disbursement

Conditions Precedent to First Tranche: Prior to disbursement of the first tranche of the Grant, which shall be in the amount of Four Million United States Dollars (U.S.$4,000,000), Grantee shall, except as the Parties may otherwise agree in writing, furnish to A.I.D., in form and substance satisfactory to A.I.D.:

(a) a statement of the name of the person holding or acting in the office of the Grantee specified in Section 6.9, and of any additional representatives, together with a specimen signature of each person specified in such statement;

(b) a legal opinion from an appropriate officer of Grantee certifying that this Agreement has been duly executed on behalf of Grantee and constitutes a valid obligation of Grantee to undertake the Program in accordance with this Agreement;

(c) evidence that not less than 13.5% of Grantee's budget will be allocated to the education sector during the 1991/1992 fiscal year. The percentage targets for the education sector budget will be calculated by dividing the total revenue and development budgets, minus debt amortization, into the total revenue and development budgets for the MOEC and subventions to education and educational-related institutions.

(d) evidence that the Grantee has adopted a plan satisfactory to A.I.D. showing annual percentage increases of not less than four (4) percentage points per year in the total share of the education sector budget (as calculated above) devoted to primary education during each year of the Program.

(e) evidence that the Grantee has adopted a plan satisfactory to A.I.D. to register all primary pupils for the purpose of implementing a reduction in the repetition rates throughout the primary school system over the life of the Program. (The plan will contain annual targets for registration and reduced repetition.)

(f) evidence that the Grantee has adopted a plan satisfactory to A.I.D. which shows intended construction of primary schools and teacher housing to be built with donor and GOM funding between 1992 and 1996. (Annual construction targets for all such construction shall be part of the plan and will reflect the additional construction to be funded as a result of the GOM contribution under this Program.)

(g) evidence that the Grantee has adopted a plan and budgeting mechanism satisfactory to A.I.D. for developing a gender appropriate curriculum for use in primary schools, teacher colleges and in- service teacher training. (The plan shall

identify requirements for staff, office facilities and housing, supplies and materials, and technical assistance to implement a program of gender appropriate curriculum reform, as well as implementation targets during each year of the Program.)

Conditions Precedent to Second Tranche: Prior to disbursement of the second tranche, which shall be in the amount of Five Million United States Dollars (U.S.$5,000,000), Grantee shall, except as A.I.D. may otherwise agree in writing, furnish to A.I.D, in form and substance satisfactory to A.I.D.:

(a) evidence that at least 15% of Grantee's budget, calculated on the same basis as described in Section 4.1(c) above, is allocated for the education sector for fiscal year 1992/93.

(b) evidence that the Grantee has adopted a plan satisfactory to A.I.D. to introduce competitive private-sector procurement for the supply and distribution of primary school learning materials. (Such plan will include an implementation schedule and annual targets for such procurement.)

(c) evidence that the Grantee has implemented a nationwide system, satisfactory to A.I.D., of school fee waivers for nonrepeating primary school girls.

(d) evidence that the MOEC has increased the utilization of teacher training colleges to 95% of its capacity for boarding students.

(e) evidence that the MOEC has instituted a pilot program to test the practicality of double shifts in urban schools.

(f) evidence that Grantee has met all or, if not all, then has made substantial progress towards the targets set forth in each of the plans provided to A.I.D. as a condition precedent to the first tranche. "Substantial progress" will be judged based on the combined anticipated benefits of the actions undertaken towards each of the targets which are the subject of such plans.

Conditions Precedent to Third Tranche: Prior to disbursement of the third tranche, which shall be in the amount of Five Million United States Dollars (U.S.$5,000,000), Grantee shall, except as A.I.D. may otherwise agree in writing, furnish to A.I.D., in form and substance satisfactory to A.I.D.:

(a) evidence that at least 16.5% of Grantee's budget, calculated on the same basis as described in Section 4.1(c) above, is allocated for the education sector for fiscal year 1993/94.

(b) evidence that Grantee has initiated competitive, private sector procurement of supply and distribution of learning materials, in accordance with the plan adopted as a condition precedent to tranche two;

(c) evidence that Grantee has increased utilization of teacher training colleges through admission of day students.

(d) evidence that Grantee has met all or, if not all, then has made substantial progress towards, the targets set forth in each of the plans provided to A.I.D. as a condition precedent to the first and second tranches. "Substantial progress" will be judged based on the combined anticipated benefits of the actions undertaken towards each of the targets which are the subject of such plans."

Prior Actions: It shall be a continuing condition precedent to all tranches subsequent to the first that all actions taken or agreed to be taken as conditions precedent to the previous disbursement shall not be rescinded or altered by Grantee in a manner which materially interferes with the objectives of the Program.

Terminal Date for Satisfaction of Conditions Precedent to First Tranche: If the conditions precedent to the first tranche specified in Section 4.1 have not been satisfied within one hundred fifty (150) days from the date of signature of this Agreement, or such later date as A.I.D. may agree to in writing, then A.I.D. at its option may terminate this Agreement on thirty (30) days written notice to the Grantee.

Notification: When A.I.D. has determined that the conditions precedent specified in each of Section 4.1, 4.2, 4.3, and 4.4. have been satisfied, A.I.D. will promptly notify the Grantee in writing.

Covenants

The Grantee shall, over the life of the Program, use its best efforts to take such actions as will increase the percentage of girls enrolled in secondary schools throughout Malawi to at least one third of the total enrollment.

Status of Negotiations

The MOEC, the implementing ministry for GABLE, has expressed agreement with the objectives of the program. Other GOM ministries (Finance, MOCS, EP&D) and Statutory Bodies involved (MIE, University) have been consulted, are aware of the objectives of GABLE, and have expressed general support.

A GOM letter of intent formally agreeing to the GABLE program and requesting USAID assistance was submitted on September 20, 1991. (See Annex C).

Program and project agreements have been prepared and drafts are currently being reviewed by GOM ministries.