

BASIC EDUCATION SECTOR ANALYSIS REPORT

- MALAWI -

AUGUST 2012

**JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
INTERNATIONAL DEVELOPMENT CENTER OF JAPAN INC. (IDCJ)**

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(Source: JICA, 2005)

Note: Mwanza District was divided into Mwanza and Neno Districts.

Map of Malawi

Abbreviations

AfDB:	African Development Bank
CBCC:	Community-based Childcare Centre
CDRF:	Capacity Development Results Framework
CDSS:	Community Day Secondary School
CERT:	Centre for Educational Research and Training, University of Malawi
CIDA:	Canadian International Development Agency
CPD:	Continuous Professional Development
CPEA:	Coordinating Primary Education Advisor
CSR:	(Malawi) Country Status Report
CSS:	Conventional Secondary School
DANIDA:	Danish International Development Agency
DAS:	Development Assistance Strategy
DCE:	Domasi College of Education
DEM:	District Education Manager
DEMIS:	District Education Management Information System
DEO:	District Education Office
DFID:	Department for International Development, United Kingdom (UK)
DIAS:	Directorate of Inspection & Advisory Services
DP:	Development Partner
DPG:	Development Partners Group
DPP:	Democratic Progressive Party
DSS:	Direct Support to Schools
DTED:	Directorate of Teacher Education & Development
ECD	Early Childhood Development
EDO:	Education Division Office
EDSA:	Education Decentralization Support Activity
EFA:	Education for All
EIMU:	Education Infrastructure Management Unit
EMIS:	Education Management Information System
EPDC:	Education Policy and Data Center
EQUIP:	Education Quality Implementation Program
ESIP:	Education Sector Implementation Plan
EU:	European Union
FBE:	Free Basic Education
FMR:	Financial Monitoring Report
FTI:	Fast Track Initiative
GDP:	Gross Domestic Product
GER:	Gross Enrollment Rate

GIZ:	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNI:	Gross National Income
GoM:	Government of Malawi
HIV/AIDS:	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IDA:	International Development Association
IDCJ:	International Development Center of Japan Inc.
INSET:	In-Service Training
IPTE:	Initial Primary Teacher Education
IQEM:	Improvement of Quality Education in Malawi
JCE:	Junior Certificate Examination
JFA:	Joint Financing Arrangement
JICA:	Japan International Cooperation Agency
JSR:	Joint Sector Review
MANEB:	Malawi National Examinations Board
MASTEP:	Malawi Special Teacher Education Programme
MDGs:	Millennium Development Goals
MDPC:	Ministry of Development Planning and Cooperation
MIC:	Multi Indicator Cluster Survey
MIE:	Malawi Institute of Education
MIITEP:	Malawi Integrated In-service Teacher Education Programme
MK:	Malawi Kwacha
MLG&RD:	Ministry of Local Government & Rural Development
MoEST:	Ministry of Education, Science and Technology
MoU:	Memorandum of Understanding
MPRSP:	Malawi Poverty Reduction Strategy Paper
MSCE:	Malawi School Certificate Examination
MTEF:	Medium-term Expenditure Framework
NESP:	National Education Sector Plan
NGO:	Non-Governmental Organization
NSO:	National Statistical Office
ODL:	Open & Distance Learning
ORT:	Other Recurrent Transactions
PCAR:	Primary Curriculum Assessment Reform
PEA:	Primary Education Advisor
PIF:	Policy & Investment Framework
PRESET:	Pre-Service Training
PSLCE:	Primary School Leaving Certificate Examination
SACMEQ:	Southern and Eastern Africa Consortium for Monitoring Education Quality
SADC:	Southern African Development Community
SEMA:	Senior Education Method Advisor

SEST:	Secretary for Education, Science and Technology
SIP:	School Improvement Plan
SMC:	School Management Committee
SNE:	Special Needs Education
SWAps:	Sector Wide Approaches
SWG:	Sector Working Group
TDC:	Teacher Development Center
TSC:	Teaching Service Commission
TTC:	Teacher Training College
UDF:	United Democratic Front
UIS:	UNESCO Institute for Statistics
UNDP:	United Nations Development Programme
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNICEF:	United Nations Children's Fund
USAID:	United States Agency for International Development
WB:	World Bank
WBI:	World Bank Institute
WFP:	World Food Programme

Executive Summary

Chapter 1: Outline of the Study

As the target year of the Millennium Development Goals (MDGs) and Education for All (EFA) approaches, non-traditional forms of aid modalities such as SWAPs and general budget support are progressively tested and used in providing aid. In this context, the Japan International Cooperation Agency (JICA) has commissioned a study to carry out a comprehensive and in-depth analysis of the education sector in 13 countries in Sub-Saharan Africa and Latin America¹ so that more strategic and effective programs/projects can be formulated. The purpose of the study is twofold: 1) to gather relevant data and information, analyze them, and to identify priorities in the education sector in each country, and 2) to propose how to improve the quality and the methodologies of JICA's analysis on basic education.

Chapter 2: Political and Socio-economic Situation in Malawi

In 1994, the presidential election was held with multiple parties for the first time in Malawi. Since then, the country has enjoyed a period of relatively stable domestic political environment. In 2012, President Mutharika passed away unexpectedly and the then Vice President Banda became the new president. The major socio-economic indicators are: GNI per capita: USD 330 (current international \$), GDP growth rate: 7.1%, population living below 1US\$ per day: 65%, life expectancy: 53.5 years, and adult literacy rate: 74%.

Chapter 3: Educational Policies and Reforms

The national education policy, the Policy & Investment Framework (PIF) for 2000 to 2015 was approved in 2002 in order to reach goals in education set forth in Vision 2020, a national long-term development strategy created in 2000, and to accomplish Education for All (EFA) goal) by 2015. The PIF has outlined 5 main objectives which are i) increasing access to education, ii) alleviating existing inequalities across social groups and regions, iii) maintaining and improving the quality and relevance of education, iv) developing an institutional and financial framework and v) increasing the sources of finance for the education sector such as the communities and the private sector (JICA, 2011).

In order to achieve the goals of the PIF, the National Education Sector Plan (NESP) for 2008 to 2017 was prepared as a mid-term plan of the education sector. In addition, the Education Sector Implementation Plan (ESIP) for 2009 to 2013 was made to accomplish the goals set forth in each subsector of the NESP. According to some of the major NESP indicators shown in the ESIP Monitoring Plan, the Ministry of Education, Science and Technology (MoEST) is seeking to achieve 88% net enrollment rate (NER) compared to 79% in 2009, 76.2% completion rate

¹ The target countries are Kenya, Ethiopia, Uganda, Rwanda, Malawi, Zambia, Cameroon, Senegal, Mali, Niger, Burkina Faso, Guatemala, and Nicaragua.

(72.6% in 2009), 5% repetition rate (19.16% in 2009) and 0% dropout rate (8.42% in 2009), all in primary education by 2013 through implementation of the ESIP.

Chapter 4: Status and Challenges of Basic Education Sector Development

[Access] With the adoption of the free primary education policy in 1994, the enrollment of primary education from Standards 1 to 8 increased drastically, achieving as high as 126% for primary education gross enrollment rate (GER) and 110% for primary NER² in 2011. However, many challenges remain. For example, due to high repetition and dropout rates, the GER of Standards 5 to 8 is less than half of those of Standards 1 to 4. The secondary education has showed low GER of 18.9%.

[Internal Efficiency] Promotion, repetition and dropout rates are worst in Standards 1 in the primary education. The education system does not allow automatic promotion. When pupils do not pass the promotion exam or teachers judge a pupil does not reach the certain learning level, then he/she is requested to repeat the same grade. This is considered to be a factor to the low promotion rate and high repetition rate. Malawi's primary education repetition rate in 2009 was very high at 18.8% compared to other countries in Sub-Saharan Africa. In secondary education, the dropout rates are also high because of difficulties in paying school fees, marriage and pregnancy.

[Equity] In terms of access to primary education and its learning achievement, boys have higher completion rate than girls by 14%. The gender parity index (GPI) showed that girls have better enrollment than boys to primary education, but boys have better to secondary education and the gap widens in upper grades. On the other hand, the primary completion rate in urban areas is 34 %-point higher than that of rural areas. The completion rate of pupils in the highest income group out of five income level groups was 44 %-point higher than that of the lowest income group. Therefore, it can be concluded that the income and urban/rural gaps are wider than the gender gap.

[Learning Outcomes] According to the statistics of UNICEF, the completion rates of Standard 8 was 66.8% (boys 65.4% girls 68.1%) in 2010 showing improvement by 8 %-points from 2005. The completion rate of lower secondary education in 2010 was 32.5%. In the Southern and Eastern Africa Consortium for Monitoring Education Quality (SACMEQ) III assessment in 2007, Malawi was 15th of 15 countries in reading and 14th in mathematics, showing little improvement from SACMEQ II.

[Learning Environment] In 2006, the primary education pupil classroom ratio (PCR) was 107, whereas it was 105 in 2011 showing little improvement 2006. In the secondary education,

² GER is not supposed to exceed 100% according to its definition. Though the reason behind the figure may be the inaccuracy of the data either in the population census or the school census, details are unknown.

student classroom ratio was relatively low at 49. In addition, the overlapping shift³ has been introduced in primary schools to meet the large needs of classrooms following the introduction of free primary education. According to the World Bank's Country Status Report, the total annual instructional time in primary schools amounts to 721 hours, less than 80% of the theoretical 910 hours.

[Textbook Distribution System] English, Chichewa, and Mathematics books showed the same allocation pattern of 0.5 books per pupil on average. Though the situation improves in upper standards, about one third of pupils in Standard 8 do not have a textbook and two or three pupils share a textbook.

[Curriculum] The latest curriculum reform of the primary education was conducted since 2007 in four steps targeting Standards 1 and 5 first, then Standards 2 and 6, Standards 3 and 7, and Standards 4 and 8. The revised curriculum includes such concepts as outcome-based education, student-centered learning, and continuous assessment for learning. The review of the secondary education curriculum is also underway.

[Teaching Staff] The number of pupils per teacher in primary education in 2011 was 76 which is the same figure as 2006, indicating that the number of teachers have not caught up with rapidly increasing enrollment. Moreover, the number of pupils per qualified primary teacher was 92 nationwide (96 in rural areas and 70 in urban areas) which was much higher than the above figure. In the case of secondary education, the number of students per teacher in 2011 was 23 nationwide. However, the number of students per qualified teacher was 52. The figures are much higher for community day secondary schools (CDSSs) and private schools at 61 and 128, respectively.

Chapter 5: Public Finance and Administration in the Education Sector

Based on "the Guidelines for the Management of Education Functions Developed to District Assemblies" formulated in 2008, education service functions of primary education and open & distance learning (ODL) were transferred to local assemblies (cities and districts). However, the decentralization process has been delayed, as indicated by the fact that budget authority has yet been transferred to the assemblies.

The education sector budget was boosted more than 7 times over the last 10 years, due to an increase in donor assistance towards achieving EFA and MDG goals. However, since the national budget marked an 8 times growth over the last 10 years (exceeding education budget growth), with an increase in donor assistance, education sector budget accounted for 16.4% of the national budget in 2010/11, declined from 18.4% in 2001/02. In 2010/11, personnel expenditure accounted for 49.5% of total education budget. Of the recurrent education budget in

³ The overlapping shift is explained in the footnote 36 in the main text.

2010/11, budget for primary education comprised the highest share of 56.0%.

Education sector budget in 2011/12 stood at 56.38 billion MK, of which 55.74 billion MK of common fund was provided by GoM and pooled fund donors. Of the common fund, the national budget amounted to 45.30 billion MK (81%), while the budget of pooled fund donors was 10.44 billion MK (19%). The remaining balance of 0.65 billion MK, called “Development Part-1,” was funded discretely by AfDB and DFID.

Chapter 6: Trends in Donor Assistance

In the education sector in Malawi, financial/technical assistance has been provided by ten development agencies, including AfDB, CIDA, DFID, European Commission, GIZ/KfW, JICA, UNICEF, USAID, WFP, and the World Bank, and NGOs such as Action Aid and Save the Children.

Donors, excluding AfDB and JICA, focus more on primary education. A majority of the sector budget support (pool fund) including the EFA-FTI catalytic fund is planned to be distributed to expansion of primary education. Thus, cooperation from donors is likely to further concentrate on primary education. On the other hand, AfDB, the World Bank and JICA are the only partners assisting secondary education. AfDB plans to shift its cooperation to higher education once the current assistance program completes in 2012. The World Bank started a new program called “Improvement of Quality Education in Malawi” (IQEM) (2010-2014) in the financial year 2010 targeting primary and secondary education.

Chapter 7: Results of Analysis

The prioritized challenges of the education sector in Malawi are the low internal efficiency of primary education, high PTR of public schools, fewer annual instruction hours, low transition rate to secondary education and budget-related issues (low ratio of the education budget in the government budget and low ratio of the non-salaries budget in the recurrent education budget). From the viewpoint of the equity of education which cannot be determined based on the national average, the correction of the large impacts of a regional gap (i.e. between urban areas and rural areas) as well as income gap (i.e. between the rich and poor) on access to primary and secondary education and the learning outcome should be considered another top priority.

While the Government of Malawi has been much more attentive to the EFA-FTI benchmarks since the signing of the Joint Financing Agreement in 2010, the percentage of the education sector expenditure in the government expenditure and the percentage of non-salaries items in the recurrent budget have continued to be lower than the average values. The percentage of the sector expenditure in the government expenditure is even lower than 20.8% which is the average for the Southern African Development Community (SADC) countries, suggesting the low priority of educational development on the part of the government of Malawi

The urban-rural and income gaps have significant impacts, particularly on the completion rate

and SACMEQ results for primary education. The inferior situation of the learning environment in rural areas is presumably caused by (i) the insufficient number of complete schools to cover all eight standards in rural areas which necessitates the move of many pupils to other schools located far away in order to complete primary education, (ii) the insufficient or unsteady number of teachers at many rural schools because of the lack of proper classrooms and/or furniture and (iii) remote schools not being fully allocated textbooks. Other factors are the higher percentages of children engaged in child labour and girls marrying even before reaching the age of 15 in rural areas. In connection with the income gap, a high percentage of children engaged in child labour and inability to pay for uniforms, textbooks and other expenses even though the tuition is free are frequent reasons, particularly for orphaned children and children of poor families, to be unable to complete primary education.

The study has given rise to some points of considerations and has identified some of the challenges in conducting a sectoral study in the education sector: i) careful consideration is required when handling UNESCO statistics; ii) there is a need to examine the order of the study items and their relationship; iii) there is a need to determine analytical methods for the inputs and outputs for each study item and reliability of individual inputs and outputs.

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Table of Contents

Map

Abbreviations

Executive Summary

CHAPTER 1: OUTLINE OF THE STUDY.....	1
1.1 BACKGROUND	1
1.2 OBJECTIVES OF THE STUDY	1
1.3 BASIC APPROACHES OF THE STUDY	1
1.4 TARGET AREAS/COUNTRIES	2
1.5 MAJOR STEPS AND SCHEDULE.....	2
1.6 STUDY TEAM.....	3
CHAPTER 2: POLITICAL AND SOCIO-ECONOMIC SITUATION IN MALAWI.....	4
2.1 POLITICAL SITUATION	4
2.2 SOCIO-ECONOMIC SITUATION	4
CHAPTER 3: EDUCATIONAL POLICIES AND REFORMS.....	6
3.1 NATIONAL DEVELOPMENT PLANS.....	6
3.2 EDUCATION ACT	6
3.3 EDUCATION POLICY	7
3.4 EDUCATION SYSTEM	7
3.5 EDUCATION SECTOR PLANS.....	8
3.6 SUPERVISORY AUTHORITY.....	9
CHAPTER 4: STATUS AND CHALLENGES OF BASIC EDUCATION SECTOR DEVELOPMENT.....	10
4.1 ACCESS.....	10
4.1.1 School Age Population.....	10
4.1.2 Enrollment Trend of Pre-school Education	10
4.1.3 Enrollment Trend of Primary Education	11
4.1.4 Enrollment Trend of Secondary Education	13
4.2 INTERNAL EFFICIENCY (QUANTITATIVE INTERNAL EFFICIENCY)	14
4.3 EQUITY	18
4.3.1 Comparative Analysis of Access by Group	18
4.3.2 Education for Children with Special Needs and Inclusive Education.....	20
4.4 QUALITY OF EDUCATION.....	21
4.4.1 Situation of Learning Outcome	21

4.4.2	Learning Environment	23
4.4.3	Procurement and Distribution of Teaching Material	25
4.4.4	Definition of Academic Ability	27
4.4.5	Quality Assurance System of Education	27
4.4.6	Curriculum	29
4.4.7	Languages of Instruction.....	31
4.5	TEACHERS.....	32
4.5.1	Teacher Qualification and Placement.....	32
4.5.2	Teacher Education System	34
4.5.3	Working Conditions for Teachers	37
4.5.4	Teacher Recruitment / Management	38
CHAPTER 5: PUBLIC FINANCE AND ADMINISTRATION IN THE EDUCATION SECTOR..		40
5.1	PUBLIC ADMINISTRATION	40
5.1.1	Decentralization of the Education Sector	40
5.1.2	Management Capacity of the Ministry of Education	40
5.2	EDUCATIONAL FINANCE.....	44
5.2.1	Budget of Education Sector.....	44
5.2.2	Flow and Administration of Funds Provided by Donors	47
5.2.3	Management System of Education Budget / Public Expenditure	47
5.2.4	Distribution of Grants	48
5.2.5	Private Education Expenditure	48
5.2.6	Unit Cost Analysis	49
5.2.7	Projection of Mid-term Demand and Cost for Teachers.....	49
CHAPTER 6: TRENDS IN DONOR ASSISTANCE		52
6.1	STRUCTURE OF DONOR COORDINATION.....	52
6.2	TRENDS OF COOPERATION BY EACH DONOR	52
CHAPTER 7: RESULTS OF ANALYSIS		55
7.1	TOP PRIORITIES IN THE BASIC EDUCATION SECTOR	55
7.2	FACTOR ANALYSIS OF TOP PRIORITIES	57
7.3	PRIORITIES OF MALAWI'S EDUCATION POLICY	60
7.4	CHALLENGES AND NECESSARY CONSIDERATIONS	62
Annex :		
Annex I	Survey Items and Indicators	
Annex II	Itinerary of the Field Survey	
Annex III	Collected Data	
Annex IV	References	

CHAPTER 1: OUTLINE OF THE STUDY

1.1 Background

To attain the goals of Education for All (EFA) and Millennium Development Goals (MDGs) by the 2015 deadline, the developing countries have been engaged in quantitative and qualitative improvement in basic education in collaboration with the cooperating partners (CPs). For some developing countries, reaching all of these goals by the target year still remains challenging. In the area of basic education improvement, sector-wide approaches (SWAs) have been more emphasized through direct budget support rather than through project-type interventions. There have been growing concerns in the limited capacity of the developing countries in planning, budgeting, implementation, and monitoring and evaluation, which might negatively affect aid effectiveness and transparency.

Japan International Cooperation Agency (JICA) has provided various project-type and/or program-type interventions, including technical assistance, classroom construction, education equipment procurement etc., in line with the education sector program of the developing countries. In order to implement more strategic and effective cooperation in this challenging environment, JICA has decided to conduct the Basic Education Sub-Sector Study (hereinafter, the Study) and to understand the whole picture of the basic education development to formulate more comprehensive and effective programs/projects based on the deepened analysis of the administrative, financial and socio-economic contexts as well as of the educational indicators and statistics.

1.2 Objectives of the Study

The Study, through data collection and analysis of the 13 target countries chosen from the Sub Sahara Africa and the Central America, and comprehensive and comparative analysis, aimed to (1) collect and analyze general information in the basic education sub-sector and identify priority areas for development in target countries and (2) make recommendations for JICA to design and carry out any future sector and/or sub-sector study.

1.3 Basic Approaches of the Study

The Study was conducted with the following basic approaches:

- (1) Information gathering and analysis were to be done from the viewpoints of *equity*; *administrative and financial capacity*; and *internal efficiency*, in addition to *quality* and *access* of the basic education. Key questions, which were identified for each target country through the preliminary document review, were also tackled to find updated information.
- (2) Problems and structural deficiencies of the basic education sector in each target country were to be identified and priority development needs and strategies were to be listed.
- (3) Recommendations for JICA to improve future sector study through comprehensive and comparative analysis of the country analyses results.

1.4 Target Areas/Countries

The following 13 countries were chosen as the target countries, where there were on-going programs/projects in the basic education sub-sector and program/project formulation was to be planned in the near future.

Sub-Saharan Africa (11 countries)	Burkina Faso, Cameroon, Ethiopia, Kenya, Malawi, Mali, Niger, Rwanda, Senegal, Uganda, and Zambia
Central America (2 countries)	Guatemala and Nicaragua

The field survey in Mali was cancelled due to the coup d'état in March 2012. The basic education sector analysis report of Mali was prepared based on the data collection and analysis in Japan.

1.5 Major Steps and Schedule

Information collection and analysis was conducted, according to the standard research items and indicators (Annex 1-1) listed in JICA's "Standard Research Items and Methodology of the Education Sector Analysis" (drafted as of October 2011). Major steps and schedule of the Study were as follows.

<u>February - April 2012:</u>	<u>Formulation of Inception Report</u> <ul style="list-style-type: none">- Analysis of existing documents of the government agencies, international development partners, international organizations etc.- Preliminary information gathering in Japan and discussion with JICA officers in charge of the target countries.
<u>February - May 2012:</u>	<u>Preparation of Field Survey</u> <ul style="list-style-type: none">- Preparation of the field survey schedule and making appointments- Preparation of the field survey plan and strategies- Identification of lacking data and preparation of the questionnaires
<u>March - June 2012:</u>	<u>Conducting of Field Survey</u> <ul style="list-style-type: none">- Information gathering from government agencies, international development partners, international organization, and JICA office etc.- School and project site visits
<u>May - June 2012:</u>	<u>Drafting of Basic Education Sector Analysis Reports by Country</u>
<u>July 2012:</u>	<u>Formulation of Final Report</u> <ul style="list-style-type: none">- Comprehensive and comparative analysis of the country-wise reports and preparation of recommendations- Report preparation

1.6 Study Team

Information gathering, analysis and report writing of the Study were conducted by the Study team as listed in Table 1-1. The field survey and data analysis for Malawi⁴ was conducted by Dr. Yoko Ishida, Director, Evaluation Department, International Development Center of Japan Inc. (IDCJ).

Table 1-1 : Team Members of the Study and the Countries in Charge

Position	Name (Affiliation)	Country in Charge
Team Leader /Comprehensive Analysis of the Basic Education Sector	Yoko Ishida (IDCJ)	Malawi, Uganda, Zambia
Administrative and Financial Analysis	Hiromitsu Muta (IDCJ)	Guatemala, Nicaragua
Country-wise Basic Education Sector Analysis 1	Naomi Takasawa (IDCJ)	Cameroon, Niger
Country-wise Basic Education Sector Analysis 2	Emi Ogata (IDCJ)	Senegal
Country-wise Basic Education Sector Analysis 3	Yoko Takimoto (Recycle One, Inc.)	Ethiopia, Kenya
Country-wise Basic Education Sector Analysis 4	Miko Maekawa (IDCJ)	Rwanda
Country-wise Basic Education Sector Analysis 5	Chie Tsubone (Global Link Management, Inc.)	Burkina Faso, Mali
Administrative Coordination/ Assistance for Sector Analysis1	Michiru Yabuta (IDCJ)	
Administrative Coordination/ Assistance for Sector Analysis2	Mana Takasugi (IDCJ)	

⁴ Annex III "Itinerary of the Field Survey"

CHAPTER 2: POLITICAL AND SOCIO-ECONOMIC SITUATION IN MALAWI

2.1 Political Situation

Malawi, formerly known as Nyasaland, claimed independence when it became a member of the British Commonwealth in 1964. It also joined the United Nations in the same year. From 1966 to 1994, an autocratic government was in power, which was led by the first president in the country's history, Hastings Kamuzu Banda. In 1994, the presidential election was held with multiple parties for the first time. Bakili Muluzi, the leader of the United Democratic Front (UDF), was elected president. In the following elections in May 2004, President Muluzi sought for a third consecutive term by amending the constitution. However, the parliament turned this down, and Bingu wa Mutharika of the UDF became the new president after Muluzi finished his second term in office.

Later on in February 2005, Mutharika left the UDF and made a new party, the Democratic Progressive Party. Although he strengthened his political base by claiming a landslide victory in the national elections in May 2009, situations got worse with time as anti-government protests started to emerge especially in the capital with citizens demanding freedom of speech and better economic conditions. He passed away unexpectedly in April 2012, and following the constitution, Vice President Joyce Hilda Banda became the new president (Ministry of Foreign Affairs of Japan, 2012).

2.2 Socio-economic Situation

The socioeconomic indicators of Malawi are shown in the table below:

1) Country Name:	Republic of Malawi
2) Area:	94,280km ² *1
3) Population:	14.9 million * ¹ , Annual growth rate 3.1% * ¹ , Population density 158 people/ km ² , Urban population 19.8% * ¹ (2010)
4) Ethnic groups:	Bantu origin (Chewa, Tumbuka, Ngoni, etc.) * ²
5) Languages:	Chichewa, English (official languages), other indigenous languages* ²
6) Religions:	82.7% are Christian while others base their thoughts in Islamic, Hindu and other traditional regions * ³ (2008)
7) Major industries:	Agriculture (tobacco, maize, tea, cotton, nuts and coffee)* ² Industry (fiber, soap, shoemaking, sugar, beer, matches, cement) * ²
8) GDP:	5,054 million US\$(2010)* ¹
9) GNI per capita	330 US\$ (current US\$, Atlas method) (2010) * ¹
10) GDP growth rate:	7.1% (2010)* ¹
11) Consumer price index (2005=100):	155.7 (2010)* ¹
12) Currency:	Malawi Kwacha (MK)
13) Exchange rate:	US\$ 1 = 165 MK (2011)* ²

14) Life expectancy:	53.5 years (2010) ^{*1}
15) Adult literacy rate:	74% (2009) ^{*1}
16) Prevalence of HIV:	11% (2009) ^{*1}

*1 World Bank Homepage “World Data Bank” (accessed on May 30th, 2012).

*2 Ministry of Foreign Affairs of Japan Home page, <http://www.mofa.go.jp/mofaj/area/malawi/data.html>

*3 National Statistical Office (NSO) of Malawi, “2008 Population and Housing Census Results”

The Malawian economy is based on agriculture, with 80% of the workforce in agriculture and its related industries. Most are rainfed agriculture heavily dependent on unsettled rainfall, which makes the industry vulnerable to droughts. As agricultural exports including tobacco, tea and sugar account for 80% of total export revenues, whose prices depend considerably on situations of the international market. This is said to be the cause of Malawi’s lack of foreign currency in 2012. In addition, 65% of the population lives under the poverty line of less than 1US\$ per day (Ministry of Foreign Affairs of Japan, 2012).

While agriculture is a core industry in Malawi, other industries have also started to become active. In 2009, Kayelekera Uranium Mine located in northern Malawi, with an estimated 11,000 tons of reserves in contained uranium oxide, started to operate at an annual production rate of 1,500 tons. In addition, attention has been paid to industry, as it is estimated to account for 20% of GDP by 2015 (Ministry of Foreign Affairs of Japan, 2012).

The country is constructed of 28 District Assemblies, 4 City Assemblies and 8 Town Assemblies, amounting to a total of 40 local governments (JICA, 2010). Indicators of population, area, population density and poverty rate for each district are illustrated in Annex 2-1.

In addition, Malawi’s national population density ranks the highest in Africa with 139 people per square kilometer (National Statistical Office (NSO), 2008). Population density is especially high in the capital Lilongwe City, Zomba City and Blantyre City with 1,479 people, 2,264 people and 3,006 people per square kilometer respectively (NSO, 2008). Poverty rates are higher in the South than in the Northern and Central parts of the country. Nsage has the highest rate at 76.0%, followed by Mchinji at 73.7% and Zomba Rural at 70.0% (NSO, 2005).

According to the 2010 Malawi MDGs Report based on data from 2009, the country was expected to reach Goals 1 to 3 of the MDGs which target education and poverty.⁵ However, statistics showed unsatisfactory outcomes in some indicators. The goal of establishing 100% net enrollment rate of primary education and 100% completion rate of grade 5 were reported as “unlikely to be met.” The goals to raise enrollment numbers in primary and secondary education and amend the gender gap in literacy are unlikely to be achieved (Ministry of Development Planning and Cooperation (MDPC), 2010).

⁵ See Annex 2-1.

CHAPTER 3: EDUCATIONAL POLICIES AND REFORMS

3.1 National Development Plans

Vision 2020, a national long-term development strategy created in 2000, claims in its vision statement that “by the year 2020, Malawi as a God-fearing nation will be secure, democratically mature, environmentally sustainable, self-reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and being a technologically driven middle-income economy.” Challenges and issues in the education sector such as decreasing illiteracy rates, improving quality of education, developing, allocating and efficiently utilizing human resources and system development are categorized under Social Sector Development, which is one of the 9 strategic issues in Vision 2020 (JICA, 2011).

In order to reach the goals set in Vision 2020, the Malawi Growth Development Strategy (MGDS) was developed for 2006-2011 as a mid-term national development perspective. This strategy was prepared after the Malawi Poverty Reduction Strategy Paper (MPRSP)⁶ adopted in 2002. There were initially 6 areas of priority, which were i) agriculture and food security, ii) irrigation and water development, iii) transport infrastructure development, iv) energy generation and supply, v) integrated rural development and vi) prevention and management of nutrition disorders, HIV and AIDS (Government of Malawi (GoM), 2007). However, in the course of revising the MGDS in 2009, vii) youth development and empowerment, viii) climate change, natural resources and environmental management and ix) education, science and technology were also added as issues that need to be prioritized. Education was also considered to be an area of priority in MGDS II (2011-2016). The new Strategy aims at expanding equitable access to education, improving quality and relevance of education and improving governance and management in the education system to improve effectiveness and efficiency in delivering services (The Ministry of Development Planning and Cooperation (MDPC), 2010).

3.2 Education Act

The Education Act of Malawi was established in 1962, before the country claimed independence in 1964. The Act is composed of 11 sections, which include i) basic policies for promoting education, ii) the structure and role of advisory committees, iii) education funds, iv) the structure, roles and rights of regional educational administrative bodies, v) management structure of public schools, vi) necessary procedures to start schools, vii) teaching licenses and their registration viii) complying to syllabi in each school, ix) the rights of principals, x) the rights of ministers over school tuitions and xi) the rights of ministers over rules and other penalties (Law Commission, 2010).

⁶ The paper had been claiming that education is a priority issue to reduce poverty (JICA, 2011).

However, 50 years after its enactment, the act was no longer in line to cover the demands of the socioeconomic and educational conditions of Malawi. Given this, it was amended in 2010 by the Law commission on the Review of the Education Act with support from the Department for International Development of the United Kingdom (DFID) and the European Union (Law Commission, 2010). The reform covered all areas of the current education system, and aimed to establish an organization devoted to curriculum development as well as an independent organization for registering and authorizing teaching licenses, and to construct a system to register and inspect public/private schools and teacher training colleges⁷ (Law Commission, 2010).

3.3 Education Policy

The national education policy, the Policy & Investment Framework (PIF) for 2000 to 2015 was prepared in 2002 in order to reach goals in education set forth in Vision 2020 and to accomplish Education For All by 2015. While the PIF included the future course of action of the education sector, it also indicated the Medium-Term Expenditure Framework (MTEF) for priority programs of the Ministry of Education, Science and Technology (MoEST).

The PIF has outlined 5 main objectives which are i) increasing access to education, ii) alleviating existing inequalities across social groups and regions, iii) maintaining and improving the quality and relevance of education, iv) developing an institutional and financial framework and v) increasing the sources of finance for the education sector such as the communities and the private sector (JICA, 2011).

3.4 Education System

The education system of Malawi consists of basic education, secondary education, primary and secondary teacher training, technical and vocational training and university education. Basic education includes primary education, early childhood development (ECD) and literacy education. ECD is currently categorized under infant care and support, while literacy education is considered non-formal education. Therefore, basic education is effectively synonymous with primary education (WB, 2010).

While there are 8 years of primary education (Standard 1 to Standard 8), secondary education lasts for 4 years (Form 1 to Form 4) with the first 2 years as the lower secondary and the latter 2 years as the upper secondary education. Children start attending primary school once they reach the age of 6. Although primary education has been free since 1994, a compulsory education system has yet to be adopted (UNESCO, 2010).

Promotion to a next grade is not automatic in Malawi. Pupils/students are required to take

⁷ Although the proposed reform was submitted to the Parliament in 2011, it is yet to be approved (Interview with the Malawi Institute of Education).

promotion tests at the end of each academic year in order to advance to the next level (JICA, 2011). Furthermore, in Standard 8 of primary education and Forms 2 and 4 of secondary education, students also need to pass a national examination conducted by the Malawi National Examinations Board (MANEB) in order to continue on to higher levels of education (JICA, 2011).

After pupils take a Primary School Leaving Certificate Examination (PSLCE) in Standard 8, they are given permission to enter secondary schools of different rank based on their score. Only the highest scoring group of pupils is permitted to enter Conventional Secondary Schools (CSS⁸), while others can choose to go to Community Day Secondary School (CDSS⁹) (UNESCO, 2010). In addition, as secondary schools can only accommodate a limited number of students, there are some students every year who are not given permission to continue their education despite passing the exam (WB, 2010). These children either choose to enter private schools or have to give up higher education (Interview with the Director of Secondary Education). At the end of Form 2, students take the Junior Certificate Examination (JCE) and at the end of Form 4, they need to take the Malawi School Certificate Examination (MSCE).

3.5 Education Sector Plans

In order to achieve goals in the PIF, the National Education Sector Plan (NESP) for 2008 to 2017 was prepared as a mid-term plan of the education sector. The NESP covers 5 sub-sectors in basic education (ECD, out-of-school youth, complementary basic education, adult literacy and primary education), secondary education, teacher education for primary and secondary levels, technical and vocational training (TVET, including distance education) and higher education. The plan addresses issues of high priority in each sub-sector based on the following three thematic areas of intervention (JICA, 2011).

- 1) Expansion of equitable access to education to enable all to benefit,
- 2) Improvement in quality and relevance of education to reduce drop-out and repetition and promote effective learning, and
- 3) Improvement in governance and management of the system to enable more effective and efficient delivery of services.

In addition, the Education Sector Implementation Plan (ESIP) for 2009 to 2013 was created to accomplish the goals set forth in each subsector of the NESP. ESIP is a short-term education sector plan outlining detailed activities to be implemented in each sub-sector. The plan is composed of 6 sections, which are i) Situation Analysis, ii) Education Sector Policy Reform and Strategic Priorities, iii) Institutional Framework and Capacity Development, iv) Sector and

⁸ The government standard school in secondary education. There are both boarding and day schools. CSS has better equipped than CDSS in terms of teachers and learning environments such as facilities.

⁹ CDSS was updated from Distance Education Centres across the country in 1998 in order to cope with the increase of primary graduates as a result of the free primary education.

Sub-Sector Activities, v) Financing and vi) Monitoring and Evaluation Framework. Sections ii) and vi) are also used as barometers of the Catalytic Fund of the Education for All - Fast Track Initiative and the Pool Fund donors when they monitor results and consider funding.

According to some of the major NESP indicators shown in the ESIP Monitoring Plan, MoEST is seeking to achieve 88% net enrollment rate (NER) compared to 79% in 2009, 76.2% completion rate (72.6% in 2009), 5% repetition rate (19.16% in 2009) and 0% dropout rate (8.42% in 2009), all in primary education by 2013 through implementation of the ESIP.

3.6 Supervisory Authority

MoEST is responsible for central educational administration. MoEST formulates and implements standards, policies, plans and strategies in public education which includes pre-education, primary, secondary, higher, technical and vocational, distance and special needs education. It also formulates implements and monitors budget. In addition, it also plans and conducts training programs, develops curriculums, conducts supervision and manages the quality of education. While it is responsible for hiring teachers, provinces and divisions are in charge of distributing teachers to each district (JICA, 2011). Education Division Offices (EDO) located in 6 educational divisions of Malawi as well as the 34 District Education Offices (DEO)¹⁰ in the district level are in charge of regional educational administration (JICA, 2011).

MoEST is led by the Minister, two Deputy Ministers with one responsible for basic and secondary education and the other in charge of higher education, one Secretary and two Principal Secretaries. MoEST has 8 directorates including Directorates of Finance and Administration, Educational Planning, Basic Education, Secondary Education, Inspection & Advisory Services (DIAS), Teacher Education & Development (DTED), Higher Education and Technical and Vocational Training (MoEST, 2009 and JICA, 2011). In addition, the Education Infrastructure Management Unit (EIMU)¹¹ was made in July, 2010 under the supervision of the Directorate of Educational Planning. An organization chart of MoEST is shown in Annex 3-3.

Organizations affiliated with MoEST include the Malawi College of Distance Education, Malawi Institute of Education (MIE), Domasi College of Education, and Teacher Training College (TTC) among many others (JICA, 2010). Other organizations such as the University of Malawi, Mzuzu University, the Malawi National Examinations Board and the Teaching Service Commission are subsidiary bodies of MoEST (MoEST, 2009 and JICA, 2011). A brief explanation of each directorate and their role in MoEST is outlined in Annex 3-4.

¹⁰ Although administrative divisions are composed of 28 districts, there are more divisions in the education sector as urban and rural areas are divided into different divisions for Mzuzu, Lilongwe, Zomba, and Blantyre.

¹¹ The unit was reconstructed when the Education Development Management Unit of the World Bank merged with the Education Infrastructure Management Unit which the African Development Bank and DFID co-financed.

CHAPTER 4: STATUS AND CHALLENGES OF BASIC EDUCATION SECTOR DEVELOPMENT

4.1 Access

4.1.1 School Age Population

According to the Population and Housing Census conducted in 2008, the population of children aged 6 to 13 and 14 to 17, target of primary and secondary education, amounted to 2.873 million (22.0% of the total population) and 1.089 million (8.3% of total) people, respectively (National Statistical Office, 2008).

The MoEST's Education Statistics 2011 presents the projection of school age population for 2009 to 2011 based on the 2008 population census. According to the projection, the school age population was projected to be 2.999 million in 2009, increasing the average 3.3% annual growth rate thereafter and reaching 3.201 million in 2011. If it is assumed to increase with the same annual growth rate, the primary school age population would be 4.286 million in 2020 (MoEST, 2011).

4.1.2 Enrollment Trend of Pre-school Education

The Government of Malawi formulated policies for the development of pre-school education as part of a larger policy to expand basic education since 2004, given the understanding that early childhood care and development for children aged 0 to 5 are significant. With the then Ministry of Women, Children, Community Services and Social Welfare¹² in charge, the policy on early childhood care and development aims to i) expand pre-school education so that all infants and children are accessible and ii) to provide guidelines for pre-school education development (UNESCO, 2010). Pre-school education is currently provided by private day care centers and pre-school play groups that target 3 to 5 year old children. The government does not provide ECD by itself (Interview with the Director of Basic Education).

In addition, MoEST has developed various materials including the national ECD syllabus, the Community-based Childcare Centre (CBCC) caregivers' guide, and an ECD Operational Guideline (UNESCO, 2010). As of 2006, there were 6,245 pre-school education organizations (4,005 CBCCs and 1,940 pre-school education related centres) across the nation (MoEST, 2008c). Furthermore, the number of children in pre-school education increased significantly in the last 10 years from 38,116 in 1998 to 683,826 in 2007 (WB, 2010). The MoEST Education Statistics Report does not include statistics on ECD.

¹² Now it is the Ministry of Women and Child Development.

4.1.3 Enrollment Trend of Primary Education

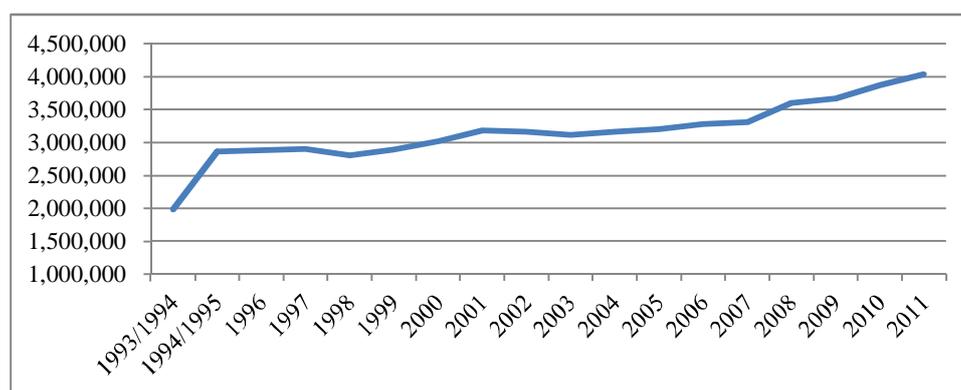
(1) Number of Schools

According to the MoEST education statistics, there were 5,395 primary schools for Standards 1 to 8, counted as the number of primary schools that responded to the School Census conducted in 2011.¹³ 5,098 of these schools, which accounts for 94.5% of the total, were located in rural areas while the remaining 297 schools (5.5%) were located in urban areas. 3,170 schools (58.8% of total) were owned by religious agencies, whereas 2,055 (38.1%) schools were owned by the government and 170 schools (3.2%) were private (MoEST, 2011).

Although schools owned by religious organizations were founded by churches and other religious bodies, the Census categorizes them as public schools as they receive subsidies and textbooks from the government (Interview with the Directorate of Basic Education). However, only 67.7% of the total schools provided primary education from Standards 1 through 8, as a large number of schools only provides education up to a certain grade (WB, 2010).

(2) Enrollment

With the adoption of the free primary education policy, the number of enrolled pupils increased 44.1%, or by 0.9 million, from 1.985 million in 1993/94 to 2.86 million in the following year (MoEST, 2011). Although the number increased steadily thereafter, it dropped in 2002–2003 as droughts led to famine¹⁴ (WB, 2010). Enrollment numbers started to rise again from 2004, and in 2010 and 2011, reached 3.869 million and 4.034 million respectively with a 4.3% increase (MoEST, 2011).



(Source: MoEST, 2011)

Figure 4-1: Trend in National Primary Enrollment (number)

¹³ The number of schools shown in the Education Statistics is those responded to the EMIS questionnaire, and therefore does not represent the actual number of schools. While public schools boast nearly 100% response rate, private schools have low response rate. The number of schools responded varies from year to year (MoEST, 2011).

¹⁴ The reason for the decrease from 1997 to 1998 was not clarified in the present study.

Although gender gaps were not seen in the number of enrolled pupils, girls have surpassed boys from 2009. As of 2011, 2.001 million boys were enrolled in primary education whereas girls were slightly higher at 2.034 million, each accounting for 49.6% and 50.4% of the total. In addition, 89.6% of pupils (3,613 million) went to school in rural areas whereas the remaining 10.4% (420,527) went to school in urban areas. 62.0% of pupils (2,502 million) were enrolled in schools owned by religious agencies. 37.1% of pupils went to government owned schools, followed by only 0.9% in private schools, with 1.495 million and 0.037 million enrolled in each type (MoEST, 2011).

(3) Enrollment Rates

According to the MoEST's Education Statistics of 2011, gross enrollment rates (GER) showed a modest increase at 122% in 2009, 125% in 2010 and 126% in 2011. Although rates were higher than 100%,¹⁵ the same trend was seen in NER, as it was 105% in 2009 and 109% in 2010 for both boys and girls and 109% for boys and 110% for girls in 2011, averaging 110%. According to statistics from UNESCO, GER rose from 128.2% in 2005 to 135.5% in 2010, whereas NER fluctuated and stayed at 96.9% in 2009 after it was at the same rate in 2005 (MoEST, 2011).

In addition, the Education System in Malawi Country Status Report (CSR) of the World Bank found that while GER for Standards 1 to 8 in 2000 was 119.8%, the rate was approximately twice as high for Standards 1 to 4 at 158.6% compared to Standards 5 to 8 at 73.3%. In 2007, these rates dropped, as GER for Standards 1 to 4 and Standards 5 to 8 were 101.2%, 136.6% and 61.4% respectively. These numbers show that while repetition rates are high in the first few years of primary education, dropout rates begin to increase in the latter stages. Improvements in these areas were not seen through 2000 to 2007 as there were no significant changes in enrollment rates (WB, 2010).

(4) Intake Rates

Although the MoEST's Education Statistics reported the number of pupils admitted to primary schools, it did not include intake rates. As stated earlier, primary education in Malawi starts at the age of 6 (UNESCO, 2010). However, out of 707,429 pupils that started primary education in 2011, only 52.6% were 6 years old (25.8% for boys, 26.8% for girls), whereas 21.8% were 7 years old, 22.1% were 8 years old or older, and 3.5% were younger than 6 (MoEST, 2011).

According to statistics from UNESCO, the gross intake rate (GIR) was 162.5% in 2005 but dropped in 2007 to 152.6%. Afterwards, it increased in the following years as it recorded 154.1% in 2010. On the other hand, net intake rate (NIR) increased steadily from 67.3% in 2006 to 80.6% in 2010 (UNESCO, 2012).

¹⁵ GER is not supposed to exceed 100% according to its definition. Though the reason behind the figure may be the inaccuracy of the data either in the population census or the school census, details are unknown (interview with the head of MoEST EMIS section).

4.1.4 Enrollment Trend of Secondary Education

(1) Number of Schools

The MoEST's Education Statistics show that the number of secondary schools (Forms 1 to 4) has decreased from 1,106 schools in 2006 to 1,041 schools in 2011. This is because the number was tallied as the number of schools that responded to the EMIS.

In addition to public schools including CSS and CDSS, other schools such as open schools, private schools and religious schools subsidized by the government also offer secondary education. CDSSs were the most common type of public school in 2011 as it accounted for 50.6% of the total secondary schools at 527 schools, while CSSs accounted for 9.7% with 44 boarding schools and 57 day schools, totaling 101 schools. 62 open schools accounted for 6.0%, 194 private schools accounted for 18.6%, and 157 religious schools accounted for 15.1%¹⁶ (MoEST, 2011).

(2) Enrollment

The number of enrolled students increased 42% from 180 thousand in 2004 to 256 thousand in 2011 (MoEST, 2011). As many secondary schools are private, and as a large group of private schools have not answered the EMIS, it is difficult to get an overall view of secondary education with the Education Statistics from MoEST (Interview with the head of MoEST EMIS section).

Although secondary education in Malawi is not free of charge, the number of enrolled students has been increasing, given the rise in primary school enrollment numbers. Since Distance Education Centers started to be upgraded to CDSSs in 1998, the number of enrolled students has increased from 57 thousand in 1996 to 256 thousand in 2011 (JICA, 2010 and the MoEST, 2011).

The number of enrollment was 111 thousand in CDSS (43.4% of the total secondary schools), 49 thousand in CSS (19.0%), and 46 thousand in private schools (17.8%) (MoEST, 2011).

(3) Enrollment Rates

The GER has been increasing over the past few years as it was 11.9% in 2003 and 18.9% in 2008 (EFA-FTI, 2009). In addition, according to statistics from UNESCO, while the GER of the first two years of secondary education amounted to 40% (41.2% boys, 38.8% girls), GER for the latter two years were lower at 15.1% (17.3% boys, 12.9% girls).

(4) Age of Enrolled Students

Although secondary education is designed for children aged 14 to 17, in reality, students' ages

¹⁶ As stated earlier, these figures are the number of schools responded to the EMIS questionnaire.

vary, as they are 11 to 26 years old. In the first year of secondary school, 15 year old children are the largest group accounting for 25.7% of total, followed by 14 year old children at 23.7% and 16 year old children at 18.6%. Similarly, children aged 15 to 17, 16 to 18 and 17 to 19 are the largest group in second, third and fourth years of secondary school. However, students' ages vary greatly. For example, 5% of students in Form 4 are 15 years old or younger whereas 22.2% are 20 years old or older (MoEST, 2011).

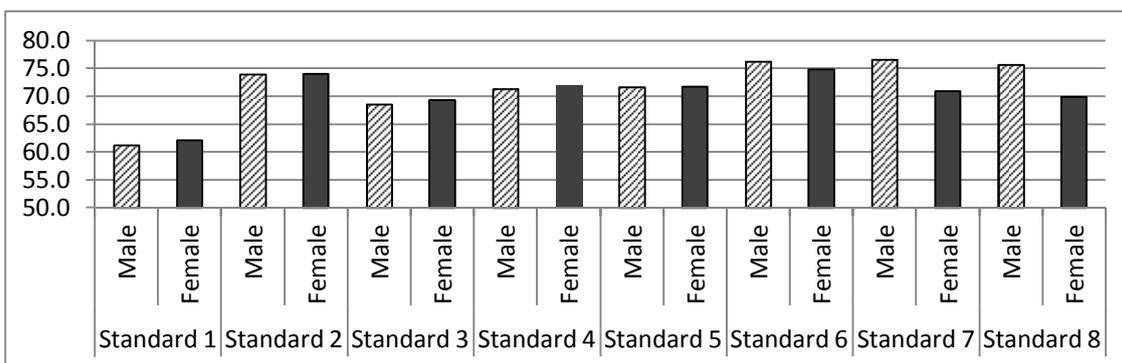
4.1.5 Literacy Education

Although the adult literacy rate has been rising over the past 30 years at a drastic pace and has reached 74% as of 2009 (WB, 2012b), achieving 100% adult literacy by 2015 will still be a difficult task (JICA, 2011). Literacy rates are especially low among women, and the Ministry of Women and Child Development has been providing various services in literacy education and adult education in addition to pre-school education through the National Centre for Literacy and Adult Education. Literacy education programs are provided for free by NGOs, government organizations and the private sector. The programs are intended to teach knowledge, skills and attitude necessary to become independent and active participants in the civil society. More people have come to participate in these programs as there were 146,000 participants in 2006, which is a large increase compared to 63,000 participants in 1998. In addition, 88% of the participants in 2006 attended programs provided by the government. Although the number of participants has been increasing, only 5.7% of participants in 2006 were from groups that considered to have a need for adult literacy, which is the 2.6 million illiterate population aged 15 to 49 (WB, 2010).

4.2 Internal Efficiency (Quantitative Internal Efficiency)

(1) Promotion Rates

The promotion rate from Standard 1 to Standard 2 was the lowest in primary education at 61.6% (61.2% boys, 62.1% girls) in 2011 (Figure 4-2). While the gender gap in promotion rates was small in Standard 1 to Standard 5, it widened in higher grades. Promotion rates for boys in Standards 6, 7 and 8 were 76.2%, 76.6% and 75.6% respectively, while the same rates for girls were 74.8%, 70.9% and 69.9% (MoEST, 2011).

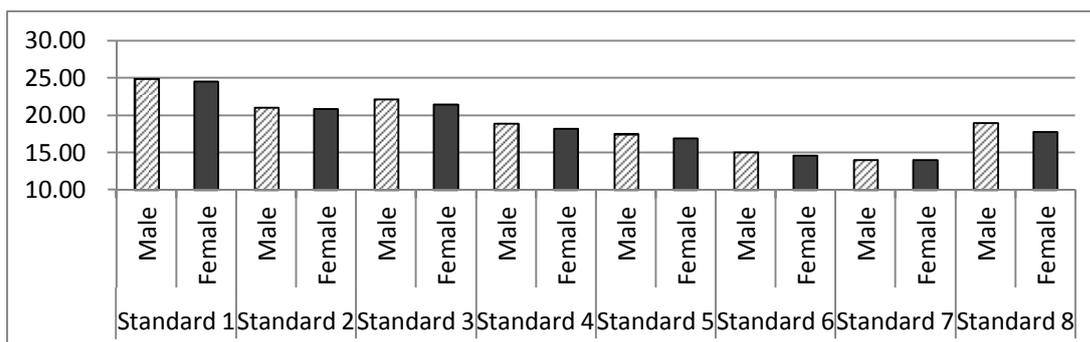


(Source: MoEST, 2011)

Figure 4-2: Primary Promotion Rates by Grade and Gender (2011) (%)

(2) Repetition Rates

Repetition rates in primary school in 2011 were highest in Standard 1 at 24.70% (24.67% boys, 24.53% girls), followed by Standards 3 and 2, both with rates higher than 20%. Repetition rates gradually fell from Standards 4 to 7. However, while the rate for Standard 7 was 14.0%, it reached 18.34% (18.92% boys, 17.76% girls) in Standard 8 (Figure 4-3) (MoEST, 2011).

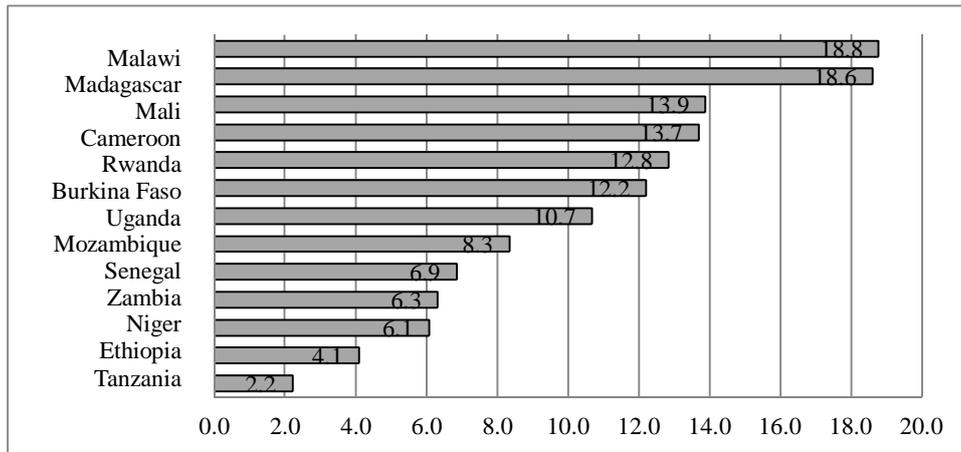


(Source: MoEST, 2011)

Figure 4-3: Primary Repetition Rates by Grade and Gender (2011) (%)

In addition, the education system requires pupils to pass the promotion exam in order to move on to the next grade, and if they fail, they have to repeat the same grade or drop out. It is pointed out that judgments on repetition are not always fairly made by teachers and that the repetition does not favor a better learning, increase the risk of dropping out, and have adverse effects on the education cost (WB, 2010).

Furthermore, Malawi's primary repetition rate in 2009 was very high at 18.8% (EPDC, 2012) compared to other countries in Sub-Saharan Africa (Figure 4-4).



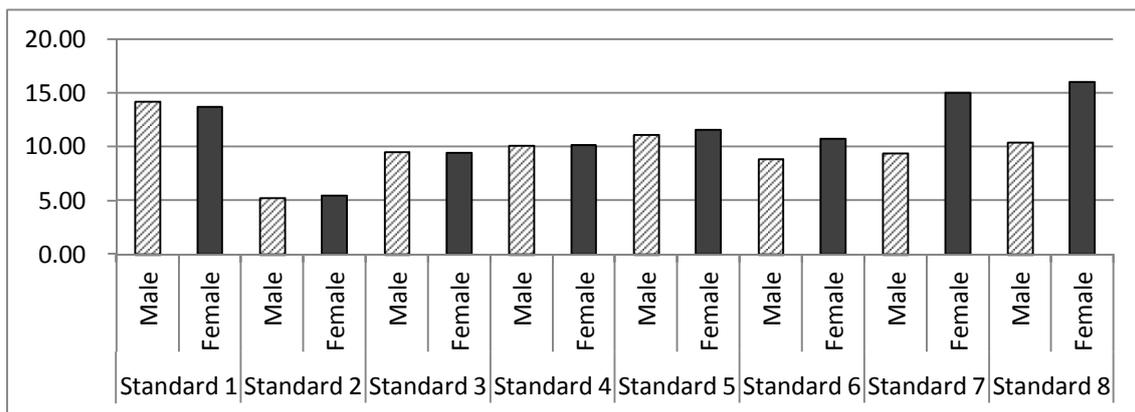
(Source: Education Policy and Data Center based on the data of UNESCO (UIS))

Figure 4-4: Comparison of Primary Repetition Rates among Sub-Sahara African Countries (2009) (%)

As for the secondary education in 2010, the number of repeating students was higher in grades that require transition exams, as 500 students repeated Form 1 and 5,000 students, 2,500 students and 5,000 students repeated the same level in Forms 2 to 4 (MoEST, 2011).

(3) Dropout Rates

Dropout rates in primary education were highest in Standard 1 at 13.96% (14.21% boys, 13.70% girls), followed by Standard 8 at 13.19% (10.40% boys, 15.98% girls) and Standard 7 at 12.19% (9.40% boys, 14.98% girls) (Figure 4-5). Although large gender gaps were not seen in dropout rates up to Standard 5, girls were more likely to drop out by 5 point or more in Standards 6 to 8 (MoEST, 2011).



(Source: MoEST, 2011)

Figure 4-5: Primary Dropout Rates by Grade and Gender (2011) (%)

Dropouts occur in primary education when a nearby school does not provide education from Standard 1 to Standard 8 and offers only up to certain grades. Therefore, pupils need to transfer

to a school located in a remote area, which might lead to high dropout rates. More than 30% of primary schools in Malawi does not provide 8-years full primary education as of 2006. In addition, high repetition rates and high pupil teacher ratios (PTR) are considered to be another factor of high dropout rates (WB, 2010). Furthermore, the MoEST's Education Statistics showed that one of the major reasons for dropouts was "family responsibility," accounting for 33.1% of the total (MoEST, 2011). Behind this, there is the fact that some children are required to work when they lose their parents due to HIV/AIDS etc. (WB, 2010). In addition, 8.5% of pupils¹⁷ reported "marriage" and "pregnancy" to be factors leading to their dropout. "Long distances" to schools were a factor for 8.4% of pupils while "difficulties in paying school-related fees" only accounted for 0.6% (MoEST, 2011).

The total dropout rate for primary education in Malawi was 9.5% in 2009. Although this figure is not as high as countries with the highest dropout rates (10%-15%) in Sub-Saharan Africa including Madagascar, Rwanda and Uganda it ranks in the second highest group (8-10%) with Senegal and Niger in West Africa¹⁸ (EPDC, 2012).

As for secondary education, dropouts were most common in Form 1 at 4,800 students in 2010, followed by 4,282 in Form 2, 3,283 in Form 3 and 2,503 in Form 4. "Difficulties in paying school fees" was the primary reason as it accounted for 38.9% of the total, followed by "pregnancy" (13.2% of total and 22.1% of girls) and "marriage" (12.0% of total and 15.9% of girls) (MoEST, 2011).

(4) Transition Rate

Although the MoEST's Education Statistics do not include primary to secondary transition rates, ESIP aims at achieving 37% in 2012 and 36% in 2013.¹⁹

In Malawi, even if pupils complete primary school and pass the PSLCE, they may not be admitted to public secondary school if their test score is low. This is due to a lack of capacity of public secondary schools. Students with the highest score are permitted to enter national secondary schools and CSSs, while the second highest scoring group is given permission to join CDSSs. Students not able to enter CDSSs either attend private schools, repeat the same level of education or give up secondary education. Therefore, correlation between transition rates and higher achievement and completion rate in primary school is relatively weak (Interview with Director of Secondary Education, MoEST).

¹⁷ It can be interpreted that boys can also drop out because of marriage or pregnancy so that they can work to feed the family.

¹⁸ See Annex 4-21.

¹⁹ The target figures decrease each year. This can be interpreted that the government foresees the capacity of secondary schools do not catch up with the increase in primary graduates along with the increase of school age population.

(5) Cohort Survival Rates

According to the MoEST's Education Statistics, the survival rate for Standard 5,²⁰ or the percentage of pupils enrolled in Standard 1 expected to reach Standard 5, was 53.0% (53.3% boys, 52.9% girls) in 2006, while the rate for Standard 8 was 29.6% (31.9% boys, 27.2% girls).²¹ In 2011, these numbers improved to 75.0% (75.4% boys, 74.8% girls) for Standard 5 and 49.7% (53.8% boys, 47.2% girls) for Standard 8, achieving a 20 %-point increase in 5 years. Although noticeable gender gaps were not seen in survival rates for Standard 5, the gap still exist in the rate for Standard 8, as boys had a 6.6 %-point higher rate in 2011 (MoEST, 2011).

4.3 Equity

4.3.1 Comparative Analysis of Access by Group

(1) Gender Gap

While the Gender Parity Index (GPI) of primary education was 1.00 showing an equal access for Standards 1 to 4 in 2000, it was 0.83 for Standards 5 to 8 showing more boys had access to education. GPI was 0.94 for all grades in primary education for the same year. Thereafter, the index gradually improved to 1.04 for Standards 1 to 4 in 2007 showing better access for girls. It was 0.96 for Standards 5 to 8 and 1.02 for Standards 1 to 8.²² In secondary education, there was an improvement in GPI from 0.69 in 2000 to 0.85 in 2007 for Forms 1 and 2. On the other hand, it was still 0.67 in 2007 showing a large gender disparity for Forms 3 and 4 (WB, 2010).

The World Bank CSR analyzes the data of the Multi Indicator Cluster Survey (MICS)²³ and concluded that there is no gender inequality in access to Standard 1, while the rate for pupils to reach Standard 8 is 50% for boys, which is low but higher than girls at 31%. This is affected by high dropout rates of girls in upper grades of primary education as stated above for possible reasons of pregnancy, marriage and distance to schools (WB, 2010).

Also, as shown in the result of the Southern and Eastern Africa Consortium for Monitoring Education Quality (SACMEQ) assessment and the national examinations,²⁴ girls have lower learning achievement level than boys (WB, 2010). In SACMEQIII conducted in 2007, the average scores in reading were 438.4 for boys and 428.5 for girls, and in math they were 452.7 for boys and 441.1 for girls, with almost 10 point differences for both subjects (MoEST, 2010).

²⁰ According to the Education Statistics 2011, the survival rate is the proportion of a cohort of pupils who reached each successive standard expressed as percentage of pupils enrolled in the first standard in a given school year, with or without repetition.

²¹ See Annex 4-22.

²² See Annex 4-23.

²³ Multi Indicator Cluster Survey 2006. The National Statistical Office of Malawi conducted this household survey with support from UNICEF, targeting 31,200 households nationwide (1,200 households in each district). The aim of the survey was to collect relevant data on maternal and child health in MDGs and MGDS indicators.

²⁴ For details of the result of SACMEQ, see 4.1.1 Situation of Learning Outcome.

(See 4.4.5 Quality Assurance System of Education for details). As for the result of PSLCE, the pass rate for boys was 74.9% in 2010, while it was 61.76% for girls, which was 13 %-points lower than boys (MoEST, 2011).²⁵

(2) Income Gap

There is a large disparity according to family income level. Although the entrance to Standard 1 is equal, the completion rate of pupils in the highest income group out of five income level groups²⁶ is 67%, while that of those from the lowest income group is 23%. Furthermore, less than 10% of these lowest income group children can continue on to secondary education (WB, 2010).

Out of the pupils who took the SACMEQ III assessment, those from the highest 25% income group scored on average 449.3 in reading and 454.4 in math. On the other hand, children from the lowest 25% income group scored only 428.8 and 444.7 respectively (MoEST, 2010b).

(3) Urban/ Rural Gap

The disparity is also large between the urban and the rural areas. In the same way as the income gap, the access to Standard 1 is equal. However, the primary completion rate in urban areas is 66%, while that of rural areas was 32%, or less than half of urban areas. Moreover, the completion rate of lower secondary education shows wider gap, with 52% in urban areas and 16% in rural areas (WB, 2010). The result of SACMEQ III showed that the average scores for urban areas were 449.1 in reading and 457.6 in math, while those for rural areas were 428.6 and 443.7 respectively (MoEST, 2010b).

(4) Regional Gap

Disparities are also seen among the three regions, Northern, Central and Southern Regions, in access to primary education. While the survival rate in primary education was 55% in Northern Region, it was much lower at 35% and 37% in Central and Southern Regions respectively. Northern Region also tends to have better results in other educational statistics.²⁷ On the other

²⁵ For details of the result of PSLCE, see 4.4.5 Quality Assurance System of Education.

²⁶ The data by family income level (quintile) presented in this paragraph is obtained from the analysis of the World Bank CSR based on the MICS report.

²⁷ Reasons for good indicators for primary education in the Northern Region could not be identified from existing resource in the present study. From the information obtained by the author at JICA “The National Implementation Program for District Education Plans (NIPDEP)” (2003-2005), the Northern Region is traditionally paternal with distinct culture and society deeply rooted in the ground, while the Central and Southern Regions are maternal societies with higher mobility. Therefore, the Northern Region was said to have a tendency to work on education by a community as a whole compared to other regions. Also, Central and Southern Regions have stronger political power because of the relationship of ethnic groups and have received more development budget. On the other hand, the Northern Region has less power and this was said to have led slow development of secondary education. However, these explanations are not backed up by certain data or evidence.

hand, Central and Southern Regions have better figures in secondary education indicators. Regional difference was not measured in SACMEQ III, but in SACMEQ II, Southern Western and Southern Eastern Regions had the highest scores, with the proportion of pupils who reached the minimum score at 13.9% and 11.8% respectively. The rate was only 3.1% in Central Eastern Region and 4.8% in Northern Region (WB, 2010).

4.3.2 Education for Children with Special Needs and Inclusive Education

(1) Education for Children with Special Education Needs

MoEST revised the National Policy on Special Needs Education in 2007 and developed a guideline on this policy in 2009 (Kuroda, 2010). Special Needs Education Department in MoEST is responsible for special needs education.

The department's responsibilities include: i) formulate policies in special needs education (SNE); ii) co-ordinate programs in SNE; iii) Facilitate training for SNE specialist teachers at Certificate, Diploma and Degree levels; iv) implement school based and community based advocacy for Inclusive Education; v) Collaborate with other departments within MoEST, other ministries, NGOs, the civil society and other stakeholders on SNE issues; vi) supply assistive devices and teaching learning materials for SNE; vii) supervise, monitor and evaluate SNE services; viii) Mobilize and administer resources for SNE; ix) Formulate plans and investment programmes for SNE (Documents obtained by the Special Needs Education Department, 2012).

On-going and planned programs of the department include: i) construction of Special Needs Education Institute for capacity development in SNE; ii) construction of additional 40 Resource Centres for learners with special educational needs in the primary schools; iii) provision of mobility support (means of transport) to assist (Itinerant Teachers) Specialist Teachers who move from one school to another assisting learners with special educational needs in the mainstream schools; iv) provision of bursaries for learners with special educational needs in the secondary school and other institutions of higher education; v) provision of assistive devices (Special Equipment) for learners with special educational needs; vi) professional development in SNE; vii) community based advocacy meeting for inclusive education; viii) school screening (assessment for identification and placement of learners with special educational needs) (Documents obtained by the Special Needs Education Department, 2012).

In primary education, there were 88,527 pupils with special learning needs in 2011 (46,230 boys, 42,297 girls) which account for 2.2% of the total enrollment (MoEST, 2011). The primary education curriculum revised in 2009 states basic policies of MoEST in special needs education. They include providing appropriate methodologies of teaching, materials and assessment tools, providing pre-service and in-service training of primary teachers, training teachers in the use of the sign language, providing learning materials in Braille, and providing user-friendly infrastructure.

(2) Enrollment Trend of Orphan

The HIV infection rate has been high in Malawi. This has a significant impact on educational development in terms of the deaths of both teachers and parents. The number of orphans who lost a parent or parents is on the increase,²⁸ and they have higher risk of not going to school than with families. The adult (15-49 years old) prevalence rate is 12%, and 7% of the children under the age of 17 are orphaned by AIDS (WB, 2010). The education statistics shows that in 2011, orphans who lost a parent/parents account for the 11.0% in primary enrollment.

The NESP stipulates, under the governance and management which is one of its priority areas, grants to schools for the support of orphans starting with the support of 20% of schools in 2009/10 to 100% of schools by 2013/14 (MoEST, 2008b). Also, the ESIP, as part of access and equity which is one of the strategic priorities in basic education, emphasized the importance of enhancing incentives for orphans to continue going to schools (MoEST, 2009b).

4.4 Quality of Education²⁹

4.4.1 Situation of Learning Outcome

(1) Completion Rates

The MoEST education statistics does not disclose completion rates.³⁰

Under the definition of the primary completion rates as the ratio of pupils reaching Standard 8 to the total enrollment in Standard 1 in a given year (whether or not passing and receiving the PSLCE), it is considered to be equal to the survival rates of Standard 8 shown in the existing education statistics. As stated earlier, the survival rate (completion rate) of Standard 8 in 2006 was 29.6% (boys 31.9%, girls 27.2%). In 2011, it was 49.7% (boys 53.8%, girls 47.2%) showing some improvement (MoEST, 2011).

According to the statistics of UNESCO, the completion rate of Standard 8 in 2005 was 58.4% (boys 59.1%, girls 57.7%), while it was 66.8% (boys 65.4% girls 68.1%) in 2010 showing a 8 points improvement. The improvement was especially large for girls, and the figure of girls exceeded that of boys in 2010. In addition, according to the data of EPDC based on the Demographic and Health Survey (DHS) in Malawi, the completion rates in 2010 were 32.5% (boys 37.3%, girls 27.5%) in lower secondary education and 25.3% (boys 27.2%, girls 23.2%) in upper secondary education.

On the other hand, if the primary completion rate is defined as the ratio of pupils who reached Standard 8 and passed PSLCE to the number of pupils who enrolled in Standard 1 in a given

²⁸ See Annex 4-24.

²⁹ Excluding internal efficiency and teacher policies.

³⁰ For reference, the completion rates found in the UNESCO source is shown in Annex.

year, it can be calculated as 20.5% in 2006 (boys 23.8%, girls 17.1%), using the survival rate of Standard 8, attendance rate of PSLCE, and pass rate of PSLCE³¹ in the education statistics. The figure fluctuated since then, and in 2011 it was 32.4% (boys 38.8%, girls 27.1%). By looking at primary completion rate from the pass rate of PSLCE, it can be inferred that the situation improved since 2006 but the gender gap was widened (MoEST, 2011).

(2) Performance of the National Examination

In Malawi, the National Examinations are conducted by MANEB at the end of primary education (Standard 8), lower secondary education (Form 2), and upper secondary education (Form 4).³² Only Pupils/students who pass the exam can proceed to the next educational step.

The PSLCE for completion of primary education consists of six subjects, namely English, Chichewa, Social/religious studies, Math, Science, and Art/Life skills. In 2006, 147 thousand pupils sat for PSLCE, and the pass rate was 74.38%, while in 2011, 206 thousand took the exam (40% increase from 2006) but the pass rate dropped to 68.85% (MoEST, 2011).

The World Bank CSR³³ analyzed determinants of the pass rate of PSLCE. It pointed out that the reasons for higher pass rate in urban schools compared to rural schools might be that rural schools have a more challenging environment than urban schools such as higher PTR and less access to facilities. The same report mentioned that though the reason is not clear from the education statistics, private schools had better results compared to public schools, probably because private schools attract pupils from higher socioeconomic and cultural backgrounds and it is believed that teachers in private schools display greater dedication to achieve higher enrollment which is affected by a good pass rate (WB, 2010).

In addition, high PTR, low instructional time, introduction of overlapping shift, poor availability of facilities, inactive PTA and/or School Management Committee (SMC), high proportion of volunteer teachers, and high proportion of teachers with a JCE rather than MSCE all contribute to lowering the pass rate (WB, 2010).

(3) Performance of the International/Regional Assessment (SACMEQ)

The results of the regional research on the pupils' achievement by SACMEQ³⁴ have been unsatisfactory. Malawi was 14th of the 14 countries in reading and 13th in mathematics in SACMEQ II in 2000. Both scores went way below the average score at 500 of 14 countries. The

³¹ The result of PSLCE is shown in 4.4.5.

³² The list of examination subjects is shown in the Annex 4-35.

³³ World Bank, 2010. P.70-P.74.

³⁴ Malawi has participated in the regional research on the pupils' achievement to monitor the quality of education conducted by SACMEQ from SACMEQ I. SACMEQ I (1996) had seven participant countries and tested reading ability. SACMEQ II had 14 African countries with new participants such as South Africa. SACMEQ III covered 15 countries. The latter two surveys tested Reading and Math abilities targeting Standard 6 pupils.

trend did not change in SACMEQ III in 2007: Malawi was 15th of 15 countries in reading and 14th in mathematics³⁵ (SACMEQ, 2010).

SACMEQ is conducted in English, but Standard 6 is taught in English in Malawi and therefore this does not explain the low score. Rapid increase of enrollment following the introduction of free primary education does not explain the low score either, considering that other countries under similar condition showed better results. Therefore, identification of reasons behind low scores is considered of critical importance (WB, 2010). In terms of gender, school location and income groups in SACMEQ III, boys had generally higher scores than girls. Urban schools had higher scores than rural schools, and higher income group did better than low income group. In Malawi, the difference was particularly large in reading scores in school location and income group comparison (SACMEQ, 2010).

Table 4-1: SACMEQIII Average Scores by Gender, School Location and Income Groups

	Gender		School location		Income group		Overall average
	Male	Female	Rural	Urban	Lowest 25%	Highest 25%	
Reading	438.4	428.5	428.6	449.1	428.8	449.3	433.5
Math	452.7	441.1	443.7	457.6	444.7	454.4	447.0

(Source: SACMEQ, 2010)

MoEST report on SACMEQ III analyzes such variables as family background of pupils who participated in SACMEQ III, learning environment, contents of teaching, and attendance of teachers including head teacher. As possible factors of low scores, the report points out: there are still many overage pupils in Standard 6; many schools do not have enough classroom furniture and textbook; teacher training is not sufficient; and teachers with short experience become head teacher. The report proposes strengthening in-service training in accordance with the new curriculum, strengthening teaching girls and pupils in rural areas, strengthening the condition of head teacher appointment, strengthening of early childhood education, and school entrance in appropriate age.

4.4.2 Learning Environment

(1) Pupils per Classroom (PCR: Pupil Classroom Ratio)

Construction of classrooms has never caught up with the increase of enrollment in primary education. In 2006, the primary PCR was 107, whereas it was 105 in 2011 showing little improvement (MoEST, 2011). The current situation suggests it would be difficult to achieve the target PCR in NESP of 79 in 2012 and 57 in 2017. PCR in urban areas in 2011 was 123 much larger than 103 in rural areas. Of the six education divisions, urban areas in Central West Division had the highest rate of 132. According to proprietor, the national PCR was 108 in

³⁵ See Annex 4-28, 4-29, and 4-30.

government schools whereas it was only 30 in private schools showing a wide gap (MoEST, 2011).

PCR also differs greatly among grades. Though PCR in Standard 1 was 121 in 2007, it decreased to 97, 92, 73, 66, 55, 48, and 43 from Standard 2 to Standard 8 (WB, 2010).

Crowded classrooms generally do not have enough desks and chair where pupils sit directly on the floor. Open air classrooms under the tree is said to be 17% of the total classrooms in 2007 and temporary classrooms. Open air or temporary classrooms have negative effect on the children's learning level, and therefore low level of educational infrastructure development is still a serious problem in Malawi (WB, 2010).

In secondary education, PCR in 2011 was 49 nationally, 47 in rural areas, and 57 in urban areas. In terms of proprietor, PCR in 2011 was 50 in boarding type CSS, 37 in day school type CSS, 49 in CDSS, and 44 in private schools. The day school type CSS had the lowest figure (MoEST, 2010). ESIP targets secondary PCR of 43 in 2012 and 44 in 2013. The day school type CSS and private schools have already achieved this target.

(2) Number of Schools Introducing Shift System

In Malawi, overlapping shift³⁶ has been introduced in primary schools to meet the large needs of classrooms following the introduction of free primary education (MoEST, 2011). Between 2004 and 2008, 14-15% of the total schools³⁷ had an overlapping shift,³⁸ and the remaining schools had single shift (MoEST, 2004 to 2011).

Since 2009, some schools started introducing double-shift system. The number of schools introducing double-shift increased from 153 (2.8% of the total) in 2009 to 489 (9.1%) in 2011. The number of schools with overlapping shift peaked at 863 (15/8%) in 2008 and then decreased gradually to 624 (11.6%) in 2011. MoEST regards overlapping shift as a traditional system to utilize school facilities effectively while it regards double-shift as a temporary measures to respond to lack of classrooms and teachers (Interview with Director of Basic

³⁶ In the double shift system, for example, Standard 1 pupils are divided into two groups: morning and afternoon shifts, and all pupils in the morning shift come to school and leave school at the same time. On the other hand, in the overlapping shift, for example (as in Indonesia), the first shift is taught from 8:15 to 3:10, and the next shift starts from 9:35 to 4:30. By moving the teaching time of the two shifts in this way, this system aims at maximum utilization of school facilities. For the hours when both groups are in school, classes take place in various areas such as outside. In Malawi, however, the overlapping shift works in the following manner: Standards 1 and 2 are the morning shift, Standards 3 to 5 are taught in the afternoon shift after the morning shift finished, while Standards 6 to 8 stay at school from the morning till the afternoon (overlapping with both shifts). During the hours when two shifts overlap, schools are much clouded and many classes are taught outside classroom (UNESCO, 2008).

³⁷ As stated before, this refers to the total number of schools responded to EMIS (MoEST, 2011).

³⁸ The relationship with the free primary education policy could not be analyzed, as no data was obtained on the overlapping shift before 2003 from the education statistics of MoEST.

Education). NESP sets the target proportion of public primary school with double shift as 10% in 2012 and 15% in 2017.

By educational division, schools with overlapping shift account for 34.7% and those with double shift account for 12.5% in the Northern Division. Schools which have only single shift account for a mere 52.9% in Northern Division, showing a stark contrast to other divisions where single shift schools are more than 80% of the total (MoEST, 2011).

(3) Teaching Hours

The new primary education curriculum of 2008 instructs that all primary teachers shall work in schools for eight hours (contact hours) per day.

Data on actual teaching hours in schools could not be obtained from the MoEST educational statistics. According to the World Bank CSR, the total instructional time in primary schools amounts to 721 hours, less than 80% of the theoretical 910 hours. On average, a pupil is taught 18.5 hours per week, or 3.7 hours per day. This ranges from around 3 hours in the lower grades to close to 4 hours in the upper ones (WB, 2010).

According to the Public Expenditure Tracking Survey (PETS) conducted in 2004, teacher absenteeism is estimated at 20 percent on any given day, which would mean an estimated average volume of annual instructional time of only 577 hours. In addition, late entry, strikes, casual holidays and pupil absenteeism linked to sickness, household chores, or productive labor, may further reduce the teaching hours (WB, 2010).

Though information could not be obtained on teaching hours of secondary education, NESP sets the target at 25 to 30 hours per week.

4.4.3 Procurement and Distribution of Teaching Material

(1) Procurement and Distribution System

Procurement and distribution of teaching materials are coordinated by Directorate of Inspection and Advisory Services (DIAS). Malawi Institute of Education (MIE), Directorate of Education Planning, Supplies Unit and Specialized Procurement Unit perform distinct functions such as development of materials, planning for procurement and distribution, procurement and control of distribution (MEVT, 2006b).

Previously, primary education textbooks were developed by MIE in collaboration with MEVT. The Supplies Unit within MoEST was responsible for the distribution. Secondary schools purchased textbooks directly from the supplier selected from the government approved booklists. The National School Textbook Policy of 2006 provides for private sector participation in

printing and distribution of teaching materials³⁹ in accordance with the government's liberalization and decentralization policies (MEVT, 2006b).

The above policy shows basic principles such as: i) textbooks for Standards 1 to 4 should be in Chichewa and for Standards 5 and above should be in English except for Chichewa language subject; ii) MoEST in collaboration with MIE will develop or select textbooks developed by private publishers.; iii) Standards are to be set for the participation of the private sector in order to maintain quality; iv) the delivery of textbooks will be done by the private sector using competitive bidding; and v) the procurement and distribution planning of textbooks will be centralized at the MEVT. The Supplies Unit will monitor distribution.

Currently, procurement and distribution of textbooks are conducted in accordance with the above policy. In many cases, printing and binding are contracted to foreign printers especially in India because printers in Malawi do not have capacity for mass printing and unit cost is lower (Interview with Director of Basic Education).

MoEST is considering decentralizing textbook procurement so that DEO places order based on needs of each school. However, it is difficult under the current situation in terms of necessary budget and technology (Interview with Director of Basic Education).

In 2007/08, about 4.3 million teaching materials were procured and distributed under the support of CIDA and DFID. Moreover, through other supports such as from the World Bank (Direct Support to Schools Programme), MoEST distributed 200US\$ to each primary school (98% of the total 5,086) to purchase teaching materials based on the schools' needs (USADI, 2008).

(2) Textbook per Pupil

There are varieties of challenges associated with the distribution of textbooks to schools and then to classrooms. For example, poor accessibility to remote schools hinders timely delivery. This is especially problematic during the wet season. At schools too, there are many challenges in distribution and utilization of textbooks. Although the school may have received the requisite number of books to achieve the government target 1:1 pupil textbook ratio, teachers may be reluctant to let children use the books because of possible future dropping out and lack of care. There are also cases in that some head teachers hoard textbooks to offset the possibility of a future shortage. English, Chichewa, and Mathematics books show the same allocation pattern of 0.5 books per pupil on average. Though the situation improves in upper standards, about one third of pupils in Standard 8 do not have a textbook and two or three pupils share a textbook (WB, 2010).

³⁹ Teaching materials include textbooks, teachers' guides, supplementary materials, pupils books, etc. (MEVT, 2006b).

4.4.4 Definition of Academic Ability

The primary curriculum revised in 2009 is an outcome-based curriculum. The over-arching developmental outcomes as what the learner is expected to achieve by the end of the primary cycle are set as follows⁴⁰:

- 1) Communicate competently, effectively and relevantly in a variety of contexts and in multiple languages
- 2) Apply mathematical concepts in scientific, technological, socio, environmental, cultural and economic contexts to solve problems
- 3) Produce product and solutions through Science and Technology in a creative way and demonstrate respect for their environment to solve problems
- 4) Demonstrate health promoting behaviour in their personal lives as well as their communities and wider environment with particular attention to prevalent diseases such as Malaria, Sexually transmitted diseases and HIV/AIDS
- 5) Demonstrate appropriate moral, ethical and healthy behaviour in accordance with the acceptable norms and values of the society
- 6) Make use of basic knowledge and skills necessary for life - long learning, personal advancement, the development of society and the nation
- 7) Apply an imaginative, creative mind, vocational and managerial skills in order to initiate and participate in productive manner that will serve the individual and society

In Malawi, for a long time, primary education was regarded the final educational step for majority of children and children generally became work force after completing primary education. Recently however, secondary education is seen to be the step to acquire highly paid job in the formal sector, and the demands for secondary education became increasing (UNESCO, 2010). While the revised primary curriculum was introduced in 2007, Secondary School Curriculum Assessment & Review (SSCAR) started in 2009 (JICA, 2011). The detail of SSCAR is explained later in this chapter.

4.4.5 Quality Assurance System of Education

(1) Promotion/Graduation System

As stated earlier, promotion is not automatic in primary and secondary education in Malawi. In addition to a promotion test at the end of each year, the national examination organized by MANEB is required at the end of primary (Standard 8), lower secondary (Form 2) and upper secondary (Form 4) to advance to the next educational step. The national examination for each step is shown below (JICA, 2011).

⁴⁰ The new curriculum also states objectives and outcomes learners are expected to achieve at the end of Standard 8 in each subject (MoEST, 2009c).

- Primary School Leaving Certificate Examination: PSLCE
- Junior Certificate Examination: JCE
- Malawi School Certificate Examination: MSCE

The exams are conducted in the order of PSLCE, JCE, and MSCE from June to August (JICA, 2011). PSLCE consists of six subjects, whereas JCE and MSCE do not have a fixed number of subjects and subjects other than compulsory six subjects are electives, as different subjects are taught depending on school facilities and teacher placement⁴¹ (JICA, 2011). In MSCE, each subject is awarded a point from 1 (best) to 9 (worst) based on the exam score.⁴² The total score of the six main subjects (English is compulsory) must be 36 or below in order to advance to higher education (JICA, 2011).

(2) Situation of Implementing the Promotion/Graduation System

As mentioned before, Malawi does not have an automatic promotion system in primary and secondary education, which results in high repetition rate in each grade (MoEST, 2011). The repetition rate is especially high in lower standards, such as about 25% in Standard 1 and over 20% in Standards 2 and 3. As repetition does not necessarily favor better learning achievement of the pupils and often leads to drop out (WB, 2010), MoEST is considering a policy to favor direct promotion between certain standards (lower grades such as Standards 1 and 2) (WB, 2010 and JICA, 2011).

The number of pupils sat for PSLCE slightly increased in five years from 93.3% (boys 94.9%, girls 91.3%) of the Standard 8 enrollment in 2006 to 94.8% (boys 96.3%, girls 93.1%) in 2011. However, about 5% of pupils still do not take the exam (MoEST, 2011). The reason for this gap is considered that there are Standard 8 pupils who drop out after registering to take PSLCE (Interview with Director of Basic Education).

In 2011, a total of 205,739 (boys 111,419, girls 94,320) took PSLCE of which 141,636 (boys 83,386, girls 58,250) passed the exam (MoEST, 2011). The pass rate was 68.85% (boys 74.85%, girls 61.76%). 17,099 more boys took the exam than girls, and the difference was bigger in the pupils who pass the exam, or 25,136. In JCE, the completion exam for lower secondary education, a total of 120,668 took the exam in 2011, of which 80,158 (boys 47,932, girls 32,226) passed. The pass rate was 66.43% (boys 73.29%, girls 58.31). On the other hand, MSCE, the completion exam for the upper secondary education, a total of 102,688 took the exam in 2011, of which 56,246 (boys 34,912, girls 21,334) passed. The pass rate was 54.77% (boys 59.43%, girls 48.55%) (MoEST, 2011). Boys had higher pass rates than girls in all three exams by 10 to 15 points. In the same pattern as SACMEQ III, girls had lower scores than boys.

⁴¹ See Annex 4-36.

⁴² 1 and 2 are “distinction”, 3 to 6 are “merit/credit”, 7 and 8 are “pass” and 9 is “fail” (JICA, 2011).

(3) School Inspector System

DIAS is responsible for inspection and advisory service to primary schools (MoEST, 2009a). DIAS provides these services to each school through District Education Manager (DEM), Inspector, Coordinating Primary Education Advisor (CPEA),⁴³ and Primary Education Advisor (PEA)⁴⁴ placed in DEO (Interview with Director, DIAS).

The PIF and NESP stipulate that PEA should visit schools at least three times per term and instruct school management, classroom management, and teaching. According to a study conducted by the Centre for Educational Research and Training, University of Malawi (CERT) in 2009 commissioned by the Office of President and Cabinet, 75% of the sample schools in Nkhata Bay District and 50% in Nsanje District received PEA's visit twice or more in the first term, whereas remote schools barely receive such visit (CERT, 2009).

ESIP emphasizes the importance of improving inspection and advisory services to maintain the quality of education. Accordingly, ESIP strategies include the following activities: development and training of monitoring instruments for PEAs, recruitment of 100 inspectors and training of 400 inspectors every year, and training of head teachers in professional supervision. However, these activities are affected by the DEO's budget availability for inspection and advisory services, and the coverage of remote schools are not sufficient, as mentioned above (WB, 2010 and interview with DEA, Zomba Rural).

4.4.6 Curriculum

(1) Present System and Process of Curriculum Development and Approval

MIE is responsible for curriculum development of primary and secondary education, under the supervision of DIAS, MoEST. The recent Primary Curriculum Assessment Reform (PCAR) process started in 2001 with technical cooperation of DFID consultant conducting needs assessment by MIE, consultation meetings with parents and pupils, and symposium. Following the conceptual development of an outcome-based model, the National Curriculum and Assessment Framework was proposed in February 2003. The framework was developed through involvement of nearly 90 professional educationalists. Consultation meetings were held to receive and reflect feedbacks on the framework. Then, it was approved by MoEST. In 2007, MoEST embarked on a reform process of the primary education curriculum for two standards at a time, and syllabi were developed for each standard and subject (UNESCO, 2010). Following the approval of MoEST, the syllabi were distributed to each school and field tested at these schools. Revision of the syllabi will be considered if necessary based on the feedback from the

⁴³ Leader of PEAs stationed in a DEO (Interview with DIAS).

⁴⁴ Each district is divided into zones. PEA is placed in the Teacher Development Center (TDC) set up at a school located in the center of each zone. PEA is responsible for the in-service training at the zonal level and advisory service to schools in the zone (Interview with DIAS).

schools (Interview with MIE).

Orientation trainings for teachers on the new curriculum and syllabi were conducted in a cascade model. The core team consisting of MIE, MANEB and specialists from relevant offices of MoEST provides training to PEAs in each educational division. Then, PEAs conduct training at the zone level TDC to head teachers and three teachers from each school in the zone. These teachers then train other teachers at their respective schools (Interview with MIE).

Following the PCAR, SSCAR was launched in 2009. The process of SSCAR is as follows: i) document analysis, ii) situation analysis, iii) sharing the results of the analysis, iv) curriculum development, v) development and printing of syllabi, vi) development and printing of assessment guidebook, vii) development and printing of the orientation manual. Then, the new curriculum will be introduced in Forms 1 and 3, followed by Forms 2 and 4. The SSCAR incorporates the outcome-based education and student-centered teaching to match the PCAR, as well as issues such as gender, HIV/AIDS, climate change, environmental protection, entrepreneurship, special needs education, human rights and governance. Though the new secondary curriculum was originally planned to be implemented in 2010, it is postponed due to the delay in budget approval caused by the budgetary concentration on primary education (JICA, 2011). The conceptualization workshop of SSCAR was held in April 2012, and the process will be taken forward by MIE (Interview with MIE).

(2) Capacity of Curriculum Development Agency

MIE has been in charge of curriculum development, assessment and research since 1982, in addition to support to teacher training, Continuous Professional Development (CPD), and coordination of teaching material development and printing (MIE document, 2012). MIE consists of 5 (five) departments: Department of Administration and Finance, Department of Curriculum Development (which is divided into three sections in charge of primary education, secondary education and primary teacher education), Department of School and Teacher Development, Department of Research, Evaluation and Policy Studies, and Education Materials Development and Resource Centre. There are a total of 176 staff members of which 33 are education specialists (MIE document, 2012).

The latest curriculum reform was carried out since 2007 in four steps targeting Standards 1 and 5 first, then Standards 2 and 6, Standards 3 and 7, and Standards 4 and 8. In the reform process, donors divided each component to support. United States Agency for International Development (USAID) coordinated the overall program; Canadian International Development Agency (CIDA) and DFID supported development of teaching materials and textbooks; DFID, USAID, and CIDA supported teacher orientation; the then GTZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) and USAID supported monitoring and evaluation; and UNICEF was in charge of advocacy (JICA, 2011).

The revised curriculum includes such concepts as outcome-based education, student-centered

learning, and continuous assessment for learning (Interview with MIE). MIE views that its capacity is sufficient, as it collaborates with external specialists on curriculum development and reform (Interview with MIE). However, considering the fact that the entire process of the recent curriculum reform was supported by development partners as mentioned earlier and the new syllabi were distributed to schools without a field test (Interview with MIE), the technical and institutional capacity is not necessarily sufficient.

On the other hand, “Malawi Education Sector Capacity Development Strategy and Plan (CDSP)” (draft)⁴⁵ developed and submitted to MoEST by USAID recommends MIE to set up a task force to consider measures to improve learning achievement using the result of SACMEQ and to review the revised primary curriculum in term of whether it responds to the needs for improving learning achievement especially in mathematics (USAID, 2012). Judging from the draft plan, it can be concluded that MoEST and MIE do not have enough capacity to analyze the current status of academic ability and measures to tackle the challenges based on existing studies such as SACMEQ upon curriculum development and reform and to reflect them in the actual curriculum.

4.4.7 Languages of Instruction

The National School Textbook Policy (2006) stipulated Chichewa would be maintained as the official language of instruction for Standards 1 to 4 and all materials for them should be in Chichewa except for English as a subject. The language of instruction for Standards 5 to 8 is English and all materials should be in English except for materials for the teaching of the Chichewa language. In secondary education, English would remain to be the language of instruction and all materials except for Chichewa language, Chichewa literature, French and Latin are in English (MoEST, 2006b).

The new primary curriculum developed through PCAR changed the basic policy on language of instruction for lower grades with a view to compensating language disparities across regions. The new policy instructs that Chichewa and English, the two official languages, shall be taught from Standard 1. A common local language shall be used as the medium of instruction from Standards 1 and 2. English shall be gradually introduced as a medium of instruction from Standard 3 with the common local language still used as a support language in Standards 3 and 4. English shall become the sole medium of instruction from Standard 5, as same as before (MoEST, 2009c).

⁴⁵ MoEST commented on the draft plan that it was too academic. The plan is currently under revision and not yet approved (Interview with USAID).

4.5 Teachers

4.5.1 Teacher Qualification and Placement

(1) Number of Teachers

The number of teachers⁴⁶ in primary education increased by 9,834 from 43,197 in 2006 to 53,031 in 2011 (a 22.8% increase). The trends of the number of teachers in primary and secondary education are shown in Table 4-2.

Table 4-2: Trends of Nationwide Number of Teachers in Primary and Secondary Education (persons)

	Primary Education			Secondary Education		
	Public	Private	Total	Public	Private	Total
2006	41,637	1,560	43,197	7,981	2,387	10,368
2007	40,612	1,718	42,330	7,365	2,893	10,258
2008	43,325	2,600	45,925	8,698	2,699	11,397
2009	43,201	2,306	45,507	9,130	2,267	11,397
2010	46,380	1,790	48,170	9,211	1,740	10,951
2011	51,529	1,502	53,031	9,350	1,950	11,300

(Source: MoEST, 2011)

Note: Public schools include CSSs, CDSSs and open schools while private schools include those which are exclusively run by private or religious bodies.

Of the teachers in primary education (2011), 46,269 or 87.2% work at rural schools while 6,762 or 12.8% work at urban schools (Table 4-3). As the enrollment share of primary education is 89.6% for rural areas and 10.4% for urban areas, the ratio of teachers by area is similar to the enrollment share by area in terms of statistics (MoEST, 2011). By type of school ownership, the majority of teachers work at schools owned by religious bodies,⁴⁷ accounting for 59.7% of the teachers in primary education, followed by 37.5% working at schools owned by the government and 2.8% working at private schools (Table 4-3) (MoEST, 2011).

⁴⁶ As in the case of the number of schools or number of enrollments, the figure is the total number of teachers at schools which replied to the EMIS questionnaire. It can, therefore, be inferred that the number of teachers in secondary education where the number of private schools is relatively high does not indicate the actual number (interview with the head of MoEST EMIS section).

⁴⁷ Those schools classified under the ownership of religious bodies are regarded as public schools as they receive the financial support of the government.

**Table 4-3: Number of Teachers in Primary Education by Area and School Ownership
(2011) (persons)**

	Area			Ownership			
	Rural	Urban	Total	Government	Private	Religious Body	Total
Male	30,035	1,615	31,650	11,033	990	19,627	31,650
Female	16,234	5,147	21,381	8,862	512	12,007	21,381
Total	46,269	6,762	53,031	19,895	1,502	31,634	53,031
Share	87.2%	12.8%	100.0%	37.5%	2.8%	59.7%	100.0%

(Source: MoEST, 2011)

(2) Number of Pupils per Teacher (Geographical Distribution)

The NESP sets the target PTR in primary education in 2012 at 56. In 2006, the corresponding number was 76 which actually somewhat worsened in subsequent years to 78 in 2007 and 2008, 81 in 2009 and 80 in 2010. Although the figure returned to its 2006 level of 76⁴⁸ (MoEST, 2011), it is extremely difficult to achieve the 2012 NESP target of 56 PTR.

The geographical distribution of PTR in primary education in 2011 (Table 4-4) shows that the figure is higher in rural areas than urban areas for all educational divisions throughout the country. The highest figure of 86 is recorded for rural areas in the Southern Eastern Division. By type of school ownership, the figure for public schools (those established by the government or religious bodies) of 70 or more is high while the figure for private schools is much lower at almost one-third or less of the figure for public schools (MoEST, 2011).

**Table 4-4: Number of Pupils per Teacher in Primary Education by Area and Ownership
(2011) (persons)**

	Area			Ownership			
	Rural	Urban	National	Government	Private	Religious Body	Total
Central Eastern	81	63	80	81	27	81	80
Central Western	79	60	76	72	22	80	76
Northern	68	57	67	63	26	71	67
Shire Highlands	80	72	80	84	32	79	80
Southern Eastern	86	54	83	74	30	90	83
Southern Western	74	70	72	77	20	74	72
National	78	62	76	75	25	79	76

(Source: MoEST, 2011)

In the case of secondary education, the PTR in 2011 was 23 nationwide. By geographical area, the number was 21 for urban areas and 23 for rural areas, showing little difference. Neither was there a difference between public schools and private schools with both recording a figure of 23.

⁴⁸ See Annex 4-37.

(3) Number of Teachers by Qualification

To qualify as a primary school teacher (Standards 1 through 8) in Malawi, it is necessary to either attend a TTC or take part in the Initial Primary Teacher Education (IPTE) Programme or Open and Distance Learning (ODL) Programme after obtaining a MSC. According to the educational statistics for 2011, of the 53,031 teachers in primary education, 39,671 teachers (74.8%) had a MSC, 13,221 teachers (24.9%) had a JC and 127 teachers (0.2%) had only a PSLC. 12 teachers (0.02%) had a diploma or higher qualification.

In 2011, the number of pupils per qualified primary teacher completing the teacher education course under the IPTE Programme or its earlier versions, i.e. MASTEP⁴⁹ and MIITEP,⁵⁰ was 92 nationwide⁵¹ (96 in rural areas and 70 in urban areas) which was much higher than the number of pupils per teacher mentioned earlier (Table 4-4).⁵² By education division, the figure for rural areas exceeded 90 except for the Northern Division (85) and the highest figure for rural areas was 102 for the Southern Eastern Division (MoEST, 2011).

To qualify as a secondary school teacher, it is necessary to successfully complete a diploma or degree-level training course. In 2011, the number of secondary school teachers was 11,300 (8,860 males and 3,519 females) and the number of qualified teachers was 4,911 (3,519 males and 1,392 females), accounting for 43.5% of all secondary school teachers. The number of pupils per qualified teacher was 52. While the figure for urban areas was 38, the figure for rural areas was quite high at 58, clearly indicating the insufficient distribution of qualified secondary school teachers in rural areas. Among public schools, CSSs have a low number of pupils per qualified teacher of 28 while the figure for CDSSs of 61 is much higher. This figure is very high for private schools at 128 (MoEST, 2011).

4.5.2 Teacher Education System

(1) Pre-service Training System

Malawi has six public TTCs⁵³ and six private TTCs⁵⁴ (JICA, 2011). The Machinga TTC was constructed with World Bank assistance and five further TTCs are being constructed at Phalombe (DFID), Chiradzulu (UNICEF),⁵⁵ Rumphi, Mchinji and Chikwara (Arab Bank for

⁴⁹ MASTEP: Malawi Special Teacher Training Programme. This programme was implemented from the 1960's until the introduction of the MIITEP to strengthen the teaching capacity of unqualified teachers.

⁵⁰ MIITEP: Malawi Integrated In-Service Teacher Education Programme. This programme was implemented from 1996 to 2005 to strengthen the teaching capacity of unqualified teachers.

⁵¹ Those undergoing ODL or another training scheme are not considered to be qualified teachers.

⁵² See Annex 4-38.

⁵³ Blantyre, Karonga, Kasungu, Lilongwe, St. Joseph's and Machinga

⁵⁴ Of these, two are currently in the process of undergoing an inspection by MoEST to obtain official approval of its status as a TTC.

⁵⁵ UNICEF: United Nations Children's Fund

Economic Development in Africa: BADEA) (JICA, 2011).

Up to 1994, while it was necessary to undergo two years training at a TTC to obtain the necessary qualification, the ODL for three years under the MASTEP covered the same syllabus, allowing candidates to obtain the qualification through OJT. The introduction of free primary education in 1994 necessitated the MIITEP to cope with a rapidly increasing number of enrollments and 22,000 people were recruited as temporary teachers to become full-time teachers after completing teacher training in the form of OJT. In 2006, the IPTE Programme which is commonly called the 1+1 model was introduced as a new teacher education programme (WB, 2010).

At present, the IPTE and ODL Programmes operate side by side at TTCs for primary school teachers. It is planned to train a further 16,000 teachers in the three year period from 2010 to 2013. Meanwhile, MoEST began the recruitment of assistant teachers in FY 2010 in addition to these two programmes in order to secure the required number of teachers. Although the number of primary school teachers will increase due to these initiatives, many of them will be poorly qualified or even unqualified, posing the serious question of how to ensure the quality of teachers (JICA, 2011).

In regard to the training of secondary school teachers, the Domasi College of Education (DCE) was upgraded from a primary TTC to the sole secondary teacher training college in 1993. The DCE offers a diploma course based on standard in-college education or distance education. The latter targets the training of teachers for CDSSs. There is also a degree course provided by the Faculty of Education of the University of Malawi and Mzuzu University (WB, 2010). It is said that there is a high likelihood that the DCE will be integrated to Chancellor College (Faculty of Education) of the University of Malawi as part of the on-going reorganization of universities (JICA, 2011).

(2) Teacher Training Curriculum

As already mentioned earlier, TTCs for primary school teachers run two programmes, i.e. the IPTE Programme and the ODL Programme (JICA, 2011). In the IPTE Programme, the first year of the two year course is dedicated to classroom learning at a TTC of the teaching skills required of teachers to teach all subjects. The second year is dedicated to practical teaching exercises at a primary school with the assistance of a mentor (JICA, 2011 and MoEST, 2007b). The recruitment and selection of TTC trainees, i.e. those to study to become primary school teachers, is the responsibility of the DTED which conducts the required work in collaboration with the Human Resources and Management Division (WB, 2010). The enrollment requirements include a MSCE with a credit pass in English and a pass in Mathematics as well as any one Science subject (JICA, 2011) and an age of not more than 35 years. During the training period at a TTC, each trainee receives a monthly subsistence allowance of 1,500 MK in the first year and 5,000 MK in the second year which is dedicated to practice teaching. On completion of

the TTC course, the trainees are assigned to schools as fresh teachers (WB, 2010).

The ODL Programme was introduced in 2009 to deal with the situation of a sufficient number of teachers not being produced by TTCs (WB, 2010). The trainees in this Programme spend the first 2-3 weeks at a TTC and then proceed to the practice teaching stage (2-3 years) at designated schools. During this period, they serve as under-qualified teachers. The enrollment requirements include a pass in English and a credit pass in Mathematics as well as any one Science subject (JICA, 2011).

A curriculum for the secondary teacher training course has been developed by each university and there is not a common curriculum. The Faculty of Education at both the University of Malawi and Mzuzu University concentrates on the teaching of subject contents and few lessons focus on teaching methods. The DCE has four year degree courses for teacher training in addition to three year diploma courses (JICA, 2011).

- Degree courses⁵⁶
 - Bachelor of Primary Education: training of lecturers for TTCs for primary school teachers
 - Bachelor of Education⁵⁷: training of secondary school teachers
- Diploma Courses: There are four exclusive diploma courses (Humanities, Science, Physical Education and Domestic Science). Two optional subjects can be selected in each course (JICA, 2011).

(3) In-service Training System

Since around 2008, CPD has been promoted at the district and zone levels for the purpose of teaching effective teaching methods to existing teachers, identifying their needs and solutions and making these teachers share experiences (JICA, 2011). For the promotion of CPD, MoEST (principally the MIE) provides manuals and teaching materials while education division offices and district offices are in charge of the actual promotion and monitoring of CPD in their respective areas of responsibility (JICA, 2011). At the zone level, CPEAs and PEAs train teachers selected from individual schools at a TDC and provide guidance for the monitoring of schools. At the school level, in-service training (INSET) is conducted. It has been pointed out that this CPD system has a weakness of being unable to provide clear incentives for teachers to participate (USAID, 2008c).

⁵⁶ Secondary school teachers with a degree and those with a diploma are on different salary scales (a nominal difference of some 9,000 MK/month as of 2004).

⁵⁷ Newly introduced in the 2010 academic year for ODL only.

4.5.3 Working Conditions for Teachers

(1) Teacher Salaries

In 2007, the average annual salary of a primary school teacher was 195,000 MK which was 5.8 times the GDP per capita in Malawi. The average salary of a secondary school teacher was 350,000 MK or 9.8 times the GDP per capita. In 2008, the salary level to the GDP per capita further increased to 6.3 times for primary school teachers and 11.6 times for secondary school teachers. Although the actual salary substantially differs depending on the grade of a teacher, these figures were much higher than the average figures in other Sub-Saharan African countries of four times for primary school teachers and 8.5 times for second school teachers. The EFA-Fast Track Initiative (FTI) has adopted a bench mark figure of 3.5 times the GDP per capita⁵⁸ (WB, 2010).

(2) Conditions of Teacher Employment

Both primary and secondary school teachers in Malawi are considered to be relatively stable vocations and many teachers work until retirement age (WB, 2010). In 2007, 4,529 primary school teachers (working in government-funded primary schools) left their schools, producing an annual attrition rate of 3.2%. Of these, those who retired accounted for 14.3%, those who passed away accounted for 37.2% and those who suffered from prolonged illness accounted for 7%. Many of those who passed away or suffered from illness could have been associated with HIV/AIDS. Meanwhile, the nationwide attrition rate for secondary school teachers in 2007 was 8.1%. Compared to the attrition rate of 4.3% for teachers of public secondary schools, the attrition rate of 21.6% for teachers of private secondary schools was quite high. In regard to private secondary schools, the biggest reason for teacher attrition was resignation (42.5%). In the case of public secondary schools, death due to HIV/AIDS and other illnesses was the biggest reason at 29.2% (WB, 2010).

While there is no statistical data for separate attrition rates for qualified teachers and unqualified teachers, retaining qualified teachers at rural schools is a major, well-known issue (WB, 2010). As the departure of teachers is significantly affected by the sense of satisfaction and motivation on the part of teachers, the MoEST has introduced a special monthly allowance of MK 5,000 for teachers of rural schools (WB, 2010 and interview with the Director of Basic Education, MoEST).

In 2011, female teachers accounted for 36% of all public primary school teachers. The ratio of female teachers in urban areas was 21.8% which was almost four times the corresponding ratio for male teachers at 4.3% (MoEST, 2011). The principal reason was “to follow the husband,” meaning that many females teachers, regardless of placements in urban or rural areas, prefer to

⁵⁸ This figure is calculated based on average figures for those countries likely to achieve a 100% primary education completion rate.

work near the work location of their husband (WB, 2010).

4.5.4 Teacher Recruitment / Management

Primary school teachers in Malawi are classified into four categories. i.e. civil servants, month-to-month teachers, temporary teachers and volunteers. The recruitment and allocation processes depend on their status (WB, 2010).

Teachers with civil servant status are recruited through interviews by the Teaching Service Commission (TSC). These teachers are allocated by a planned deployment system which is decentralised to local education authorities. After finishing their training at a TTC, newly qualified teachers are allocated to districts by the Directorate of Basic Education which liaises with the Human Resources and Management Division. This allocation is based on district needs and available vacancies. Teachers can request a posting to another district based on various reasons, some of which are “following the husband,” “to be close to a big hospital” and “to attend a part-time course.” The movement of teachers from one district to another, within and outside the division, is coordinated at the division level in consultation with the MoEST’s headquarters. As newly qualified teachers must sign a bond which ties them to work in rural areas for at least five years, no such teachers have been allocated to the urban districts of Blantyre, Zomba, Lilongwe and Mzuzu since 2007 (WB, 2010).

Month-to-month teachers are former teachers (civil servants) who have retired from teaching after reaching the (former) retirement age of 55 years. They are employed to fill the staffing gaps of rural schools. In the case of temporary teachers, many were initially recruited untrained in the enrollment boom period from 1994 to 1996 and have since been trained over the year through the MIITEP. There are still some untrained temporary teachers (WB, 2010).

Volunteer teachers are locally recruited and typically hired by SMCs, PTAs or religious agencies. They include teachers recruited/dispatched by NGOs and foreign organizations, such as the Peace Corps of the US. Volunteer teachers of the first category (those hired by SMCs, etc.) receive payment from the community (WB, 2010).

In 2011, civil servants accounted for 83.4% of the 51,540 public primary school teachers, month-to-month teachers for 1.7%, temporary teachers for 6.7% and volunteer teachers for 2.6%. The status of the remaining 5.5% is unknown (MoEST, 2011).

Secondary school teachers are recruited through two routes: when students graduate from colleges and universities and by direct application to MoEST. The names of successful students who have completed a diploma or degree course are forwarded to MoEST by the dean of a college or university. The Directorate of Secondary Education allocates them to divisions which in turn deploy them to secondary schools in accordance with the demand and subject combinations within the division. Non-education degree or diploma students apply directly to MoEST for teaching positions. The Directorate of Secondary Education and the Human

Resources and Management Division examine the qualifications of each applicant to verify his/her suitability to teach. The Human Resources and Management Division then formalises the recruitment process for successful applicants (WB, 2010).

CHAPTER 5: PUBLIC FINANCE AND ADMINISTRATION IN THE EDUCATION SECTOR

5.1 Public Administration

5.1.1 Decentralization of the Education Sector

In the framework of decentralization implemented in the late 1990s, in the education sector, 6 EDO under MoEST and 34 DEO under local assemblies have been in charge of educational administration at district level, and decentralization in primary education has been implemented prior to the other sub-sectors (JICA, 2011).

EDO is in charge of secondary education with DEO, and responsible for ensuring the quality of education through monitoring and guidance by Senior Education Method Advisor (SEMA), teacher placement, provision of permission to pupils to enter secondary schools other than public schools, and development of educational statistics (JICA, 2011). On the other hand, DEO under a local assembly is in charge of primary education (JICA, 2011). Salary of DEM and other officers are paid by the assemblies via MLG&RD, while the authority of placement of the officers remains held by MoEST (JICA, 2011).

In Malawi, based on “the Guidelines for the Management of Education Functions Developed to District Assemblies” formulated in 2008, education service functions of primary education and ODL were transferred to local assemblies (cities and districts) (JICA, 2011). In the guidelines, major roles of DEM include i) formulation of district education development plan; ii) preparation for convening district education committee; iii) monitoring of management of educational institutions; iv) teacher placement; v) appointment of primary school head teachers and deputies; vi) implementation of the guidelines (developed by MoEST); vii) coordination of education-related activities among NGOs and other stakeholders; viii) monitoring of management of INSET at school and zone⁵⁹ levels; ix) revision of the education policy; and x) reporting on expenditure of all education-related activities to district assemblies (budget preparation and approval) (JICA, 2011). However, the decentralization process has been delayed, as indicated by the fact that budget authority has yet been transferred to the assemblies (JICA, 2011).

5.1.2 Management Capacity of the Ministry of Education

This study has reviewed the management capacity of the MoE with reference to the Capacity Development Results Framework⁶⁰ (CDRF) of the World Bank Institute.

⁵⁹ There were 427 zones under 34 DEOs as of February 2011, and each zone supervised approximately 10 to 15 primary schools (JICA, 2011).

⁶⁰ A framework created and adopted by the World Bank to design, enforce, monitor, manage and evaluate development programs and projects aimed at capacity development.

Together with human, financial and natural resources, the CDRF regards sociopolitical, institutional and organizational capacities of program/project implementation agency (government, private sector, or civil society) as potential contributing / hindering factors toward achievement of development goals. To this effect, the CDRF aims to construct plans for capacity assessment and development and to conduct monitoring and evaluation by measuring capacity factors, which express 1) conduciveness of the sociopolitical environment,⁶¹ 2) efficiency of policy instruments⁶² and 3) effectiveness of organizational arrangements⁶³ (WB, 2009).

The study team considers the above factors to be linked with the interests of this study in the following ways. While conduciveness of the sociopolitical environment is related to relevance or validity of the sociopolitical environment in basic education, the efficiency of policy instruments is considered to have close ties with the efficiency of conducting improvement plans on basic education, and effectiveness of organizational arrangements links with the effectiveness of identifying how the Ministry interacts with stakeholders and makes use of resources to achieve development goals.

As there is a limit to adopt the CDRF rigorously in this study within a given timeframe for this assignment, in this report, a similar framework learning from CDRF to review the management capacity of MoE is used, as shown in Table 5-1. The frame has utilized the basic concepts of the CDRF while using the terms relevance, efficiency and effectiveness in place of the capacity factors of the CDRF. (However, their definitions basically followed those of the CDRF). The frame has chosen possible indices from the CDRF indices that are reviewable in this study based on the information gathered through the study.

⁶¹ Factor composed of the political and social forces that determine priorities of development goals set by the government, the private sector, and civil society. Indicators for this factor include leadership commitment, consistency with social norms, participation of stakeholders in decision making, status of accountability of public institutions, and transparency (WB, 2009).

⁶² This refers to the mechanisms used to guide stakeholder actions to achieve each development goal, which include administrative rules, laws, regulations, and standards. Indicators for this factor include clarity of policy documents, clarity of stakeholders' rights and role, legality and relevance with upper goals of policy documents, feasibility against the current administrative procedure, flexibility of policy documents, and resilience against corruption (WB, 2009).

⁶³ This factor is composed of cooperation structure including the systems, rules of action, processes, personnel, and other resources that government and non-government stakeholders use to achieve development goals. Indicators for this factor include clarity of development goals, vision and mission, level of achievement of outcomes directly linked with development goals, efficiency to achieve output, financial management capacity and certainty of financial source, trust among stakeholders, and adaptability to change of external environment (WB, 2009).

Table 5-1: Frame to Review the Management Capacity of the Ministry of Education

3 review points	Relevance	Efficiency	Effectiveness
Viewpoints in the reviewing process (Possible indices)	<ul style="list-style-type: none"> • Is the MoE showing commitment? • Are stakeholders able to participate in the process of formulating sector plans and policy related documents? • Is the MoE showing accountability? 	<ul style="list-style-type: none"> • Are the roles of each stakeholder in and outside the MoE clear? • Are plans such as the sector plan compatible with policies of higher order? • Are methods taken to prevent corruption? (Such as an adoption of a monitoring system) 	<ul style="list-style-type: none"> • Are goals in the sector plan achieved? • Are actions taken and budgets used in compliance with the sector plan? • Does the MoE possess enough coordination skills to coordinate with stakeholders?

(Source: Developed by the study team in reference to the CDRF)

Results of the review are as follows.

The organization and responsibilities of MoEST are outlined in Section 3.6 “Supervisory Authority” in Chapter 3. Based on the findings from the following two reports, management capacity of MoEST was reviewed in terms of “relevance,” “efficiency” and “effectiveness.” The review results are summarized as follows:

- 1) EFA-FTI Malawi Local Education Donor Group, “Appraisal of the Government of Malawi’s Education Sector Plans (NESP and ESIP)” (DPG, 2009)
- 2) MoEST, “Capacity Gap Analysis for Effective Implementation of the National Education Sector Plan: Primary Education & Secondary Education” (MoEST, 2009d)

(1) Relevance

Since pooled fund donors’ support started in 2010, it is observed that MoEST demonstrated improved coordination among donors and greater leadership.

Meanwhile, the legislative framework is not consistent with the current education system, and needs to be revised to allow MoEST to implement the education sector plans (NESP and ESIP). Although revision of the Education Act was undertaken, its approval process has been delayed (MoEST, 2009d).

The education sector plans were formulated primarily by MoEST, and there was no mechanism of reflecting stakeholders’ needs in the plans. MoEST did not explain the principles and the importance of NESP and ESIP fully to stakeholders, even after the approval of the plans (MoEST, 2009d).

In MoEST, there are few officials who have leadership competences, and various levels within MoEST lack awareness of fostering leadership and teamwork (MoEST, 2009d). Although improvement is observed, as described above, due to dual existence of systems of GoM and

donors for project implementation, project managers opt for a donor-supported system rather than a government-initiated system, implying their strong tendency to dependency on donors (MoEST, 2009d).

MoEST started to submit quarterly financial monitoring reports on the education sector budget to donors (MoEST, 2012). However, MoEST has yet ensured transparency or fulfilled accountability to various stakeholders (MoEST, 2009d).

(2) Efficiency

It is noted that the education sector is recognized as priority area in MDGS II and Ministry of Finance has been expanding allocation of the national budget to the education sector (DPG, 2009). However, in terms of administrative management, roles and functions among departments within MoEST remain unclear, leading to overlapping and conflicting functions, as well as problems in communication among departments (MoEST, 2009d). For instance, roles related with primary teachers and inspection are overlapping among DIAS, DTED and Directorate of Basic Education, and functions of teacher recruitment and placement are well coordinated among Directorate of Education Planning, Human Resources and Management Division, and Finance Division. These caused inefficiency in their management (MoEST, 2009d).

MoEST does not formulate a comprehensive plan for human resource management and development in the education sector, and personnel transfers have been frequently done without clear explanation (MoEST, 2009d). Efficiency in human resource management is low,⁶⁴ in view of the fact that 60% of the positions in the education sector are vacant, and posts of Directors of General Affairs and DIAS, Deputy Director of Education Planning (and SWAp Coordinator), Director and Deputy Director of Tertiary Education were all vacant in March 2011 (JICA, 2011).

MoEST does not formulate a plan of M&E for the education sector, while the current M&E plan was formulated only by Directorate of Education Planning without coordination with the other sub-sector related departments (MoEST, 2009d). Furthermore, there was no monitoring system of fund flow from districts to schools (DGP, 2009). In view of these, MoEST is not considered to take enough anti-corruption measures.

(3) Effectiveness

The introduction of free primary education has led to a substantial increase in enrollments. However, in spite of deterioration in the quality of education, MoEST has not taken any measures through assessments or monitoring to respond to such challenges as high repetition

⁶⁴ The post of Director of Education Planning remained vacant for nine months from March until December 2010.

rate and low transition rate, as well as low learning outcome (DPG, 2009).

In terms of the implementation of the education sector plans, significant delay in the process of releasing required resources for procurement and recruitment has been observed (MoEST, 2009d). The education sector, particularly MoEST, is recognized as weak in budget execution, with a large amount of fund balance left over at the end of every fiscal year.⁶⁵ Ministry of Finance pointed out that even though budget allocation for the education sector was expanded, MoEST did not have adequate financial management capacity to absorb the expanded budget (JICA, 2011). In responding to this, Donor Group set “100% budget execution in the education sector every year through improvement in the procedure of MoEST’s annual plan and budget preparation” as the third trigger point of sector budget support (JICA, 2011).

“Education Decentralization Support Activity (ESDA⁶⁶)” implemented in 6 pilot districts to strengthen decentralization at district and school levels succeeded in achieving a certain level of outcome. Based on the outcome, MoEST capacity is expected to be strengthened through coordination with various levels of stakeholders.

5.2 Educational Finance

5.2.1 Budget of Education Sector

(1) Proportion of Education Sector in the National Budget / Expenditure and GDP

Education sector budget was boosted more than 7 times over the last 10 years, from 6,468 million MK in 2001/02 to 48,211 million MK in 2010/11, due to an increase in donor assistance, following the formulation of PIF and MTEF in 2002 towards achieving EFA and MDG goals. In particular, around 40% increase in education sector budget from 2009/10 to 2010/11 was primarily attributable to the provision of sector budget support by four donors (DFID, Germany, UNICEF and the World Bank). Education sector budget accounted for 16.4% of the national budget in 2010/11, declined from 18.4% in 2001/02, since the national budget marked an 8 times growth over the last 10 years (exceeding education budget growth), as a result of the increase in assistance of donors for MPRSP and MGDS aiming at poverty reduction (all the above, MoEST, 2011).

Data on the education sector budget as a percentage of GDP was not available in the MoEST statistics. According to UIS, the education sector budget accounted for 5.7% of GDP in 2011, improved from 2.8% in 2009 and 4.6% in 2010.

(2) Details of Education Budget

In 2001/02, the total recurrent education budget accounted for 75.8% of the total education

⁶⁵ The fiscal year of GoM starts from July and ends in June.

⁶⁶ Details are described in the following sub-section 5.2.4 “Distribution of Grants”

budget, while the total development education budget accounted for 24.2%, or around 1/4 of the total education budget (Table 5-2). However, the development education budget declined to 1/5 of the total education budget during the period from 2004/05 to 2007/08, while the ratio of recurrent education budget to the total education budget has been exceeding 85% since 2008/09. In 2010/11, development education budget accounted for 9.3% of the total education budget, below 10% for the first time (all the above, MoEST, 2011).

According to the Quarterly Financial Monitoring Report (FMR) submitted by MoEST in March 2012, the education sector budget (approved) increased by 17% to 56.39 billion MK in 2011/12, from 48.21 billion MK in 2010/11. Development education budget also increased to 6.54 billion MK, accounting for 11.6% of the total education budget (MoEST, 2012).

Table 5-2: Ratio of Recurrent and Development Education Budget to Total Education Budget (2001/02-2010/2011) (billion MK)

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
Total Education Budget	6.47	8.03	10.17	13.35	15.81	21.73	24.75	26.98	34.80	48.21
Recurrent	4.90	6.22	7.87	10.62	13.18	17.10	19.72	23.40	29.65	43.75
Development	1.56	1.81	2.30	2.73	2.63	4.63	5.02	3.58	5.15	4.46
Ratio of Recurrent Education Budget	75.8%	77.5%	77.4%	79.5%	83.4%	78.7%	79.7%	86.7%	85.2%	90.7%
Ratio of Development Education Budget	24.2%	22.5%	22.6%	20.5%	16.6%	21.3%	20.3%	13.3%	14.8%	9.3%

(Source: MoEST, 2011)

As illustrated in the education budget in 2010/11 (Table 5-3), personnel expenditure accounted for 49.5% of the total education budget, while the budget for district assemblies comprised very low 3.2%. Subventions to educational institutes including universities accounted for 20.6%, or 1/5 of the total education budget (MoEST, 2011).

Table 5-3: Details of Total Education Sector Budget (2010/2011) (MK)

	2010/11 Approved	% of Total Education Sector Budget
Total Recurrent Education Sector Budget	43,747,519,954	90.7%
Total Recurrent Budget for MoEST	32,274,926,869	66.9%
Personnel Expenditure	23,851,233,761	49.5%
Other Recurrent	8,423,693,108	17.5%
District Assemblies	1,535,220,085	3.2%
Subventions to educational institutes	9,937,373,000	20.6%
Total Development Education Sector Budget	4,463,678,000	9.3%
Total Education Sector Budget	48,211,197,954	100.0%
National Recurrent Budget	182,575,448,250	--
Ratio of Recurrent Education Budget to National Recurrent Budget	23.96%	--

(Source: MoEST, 2011)

According to the MoEST statistics in 2011, as “the FTI benchmark for the percentage of

Recurrent Discretionary Expenditure on education is a minimum of 20%,” MoEST started to adhere to this benchmark in 2010/11 fiscal year after signing the Joint Finance Arrangement (JFA) in January 2011.

(3) Budget by Sub Sector

Of the recurrent education budget (Table 5-4) in 2010/11, budget for primary education comprised the highest share of 56.0%. Budget for subvented organizations, secondary education, and teacher education accounted for 22.7%, 15.3%, and 4.6%, respectively. “Allocation of 64% of the recurrent expenditure to basic education (i.e. 8-year primary education in Malawi)” was set as another FTI benchmark. Donors providing budget support also requires GoM to meet a trigger condition that “a minimum of 60% of the recurrent expenditure should be allocated to primary education by 2012/13” (JICA, 2011).

Table 5-4: Education Sector Recurrent Budget by Sub-sector (2010/2011) (million MK)

	Primary Education	Secondary Education	Technical & Vocational Education	Teacher Education	Tertiary Education	Subvented Organization	Total
Total Approved Recurrent Budget	24,483	6,678	622	2,002	25	9,937	43,747
Percentage allocation by Subsector	56.0%	15.3%	1.4%	4.6%	0.1%	22.7%	100.0%

(Source: MoEST, 2011)

In order to achieve universal primary education by 2015, the government is required to place priority on primary education within the limited national budget to fulfill the global commitment. However, in view of continuity of education, it is indispensable to expand secondary education to accept children who completed primary education. The Memorandum of Understanding (MoU), the signed agreement between the government and the donors to implement NESP through collaboration, also affirms that the government should avoid substantial budget reduction in secondary education to fulfill the commitment of placing priority on primary education (JICA, 2011).

(4) Proportion of Domestic Financing and Donor Assistance in Education Budget

In Malawi, based on the JFA signed in January 2010, Sector budget support (pooled fund) was launched in the fiscal year 2010/11 to implement NESP (JICA, 2011). GoM (MoEST and Ministry of Finance), DFID, Germany, UNICEF, and the World Bank (IDA) signed the JFA (MoEST, 2012). Table 5-5 illustrates the donors’ commitments to sector budget support over the four years from 2010/11 (JICA, 2011).

Following the formulation of the ESIP in September 2009, in November, Malawi was approved as EFA-FTI recipient country. In March 2010, GoM applied for financial support from the

EFA-FTI Catalytic Fund. In May 2010, grant of 90 million US\$ (for three years) was approved by the EFA-FTI Catalytic Fund Committee (JICA, 2011).

Table 5-5: Donors' Commitments to Sector Budget Support (thousand US\$)

DP	2010/11	2011/12	2012/13	2013/14	Remark
DFID	22,400	22,400	22,400	22,400	12,000 US\$ was disbursed in the second quarter in 2010/11.
Germany	7,526	7,526	7,526	7,526	
UNICEF	250	250	250	-	One million US\$ is scheduled to be disbursed over 4 years from 2009/10.
IDA	6,000	9,000	15,000	15,000	
EFA-FTI	15,000	30,000	45,000	-	
Total	51,176	69,176	90,176	45,176	

(Source: JICA, 2011 (Citation of "Malawi Education DP Resources Committed/Anticipated"))

As described previously, the education sector budget in 2011/12 stood at 56.38 billion MK, of which 55.74 billion MK of common fund was provided by GoM and pooled fund donors. Of the common fund, the national budget amounted to 45.30 billion MK (81%), while the budget of pooled fund donors was 10.44 billion MK (19%). The remaining balance of 0.65 billion MK, called "Development Part1," was funded discretely by AfDB and DFID (MoEST, 2012).

5.2.2 Flow and Administration of Funds Provided by Donors

The education sector budget covered by the common fund is executed in accordance with the public financial system of GoM. MoEST is required by the JFA to submit FMR on the education sector on a quarterly basis, and submitted FMR up to the quarter ending 31 March 2012 (MoEST, 2012).

5.2.3 Management System of Education Budget / Public Expenditure

The Ministry of Finance disburses fund directly to 6 EDO, 34DEO, universities, teacher training universities/colleges, technical colleges, and some secondary schools, without passing through MoEST, as they are cost centers who can submit budgetary request. The Ministry of Finance disburses recurrent budget excluding personnel salary (Other Recurrent Transactions: ORT) directly to secondary schools (CSS and CDSS) as cost centers, except some non-cost center CDSS (JICA, 2011).

At primary education level, due to the delay of administrative decentralization from the central government, primary schools had no budget, and have been supplied only with textbooks and materials. As a result of introducing the policy of free education in 1994, primary schools have not been allowed to charge any tuition from parents, and have not received any fund for school management, except donation from communities and private sector (JICA, 2011).

However, as described in the following sub-section, through the project supported by USAID, school grants were distributed to some schools in the pilot areas. Based on the project results, MoEST is to plan to roll out school grant distribution nationwide by using sector budget support

fund (JICA, 2011).

5.2.4 Distribution of Grants

MoEST has been implementing “Education Decentralization Support Activity (ESDA⁶⁷)” in 6 pilot districts (Nkhata Bay, Dedza, Dowa, Mangochi, Blantyre Urban, Mulanje), with cooperation from USAID (USAID, 2011).

In the pilot districts, ESDA assisted to develop capacity of District Education Managers for District Education Management Information System (DEMIS), a decision-making system, and a system for training of communities, as well as carrying out planning and financial management training for school grant distribution (USAID, 2011).

PEA also provided teachers and parents of each school with training of the formulation of school improvement plan (SIP) based on community participation and financial management. Upon receipt of ESDA fund (grant) to school bank accounts distributed by the Ministry of Finance, schools implemented various activities in their SIP to improve school management. ESDA Mid-term Evaluation found a change in mind-set of stakeholders and increased activities through SIP formulation and grant utilization in the schools in the pilot districts. In view of this, MoEST intends to enlarge the number of pilot districts to promote decentralization at district and school levels (USAID, 2011).

5.2.5 Private Education Expenditure

The total household spending on education accounted for 1.43% of the GDP (4.4 billion MK) in 2004), a relatively low value, when compared to the 2% of GDP average in Sub-Saharan Africa. This is because primary education cost is mostly funded by public resources (92 % of the total cost), which is in line with the implementation of free primary education to achieve the MDG (WB, 2010).

The cost sharing structure between public and private funding is the same in higher education as in primary education with 92% of the financing coming from public resources. It raises an equity issue in the way education public resources are allocated because 90% of the students at higher education are from the wealthiest 20% of households, and those students can benefit very high level of salaries when working after graduation (WB, 2010).

Unit cost of household education expenditure for lower primary education (1st to 3rd grade) was 252 MK, while upper primary education (4th to 8th grade) also amounted to 252 MK (WB, 2010).

⁶⁷ ESDA was funded through USAID’s EQUIP 2 (Education Quality Implementation Program) mechanism from February 2009 until February 2012, with 12.5 million US\$ over the three years.

5.2.6 Unit Cost Analysis

Unit cost of public expenditure for primary education (for pupils and students in public schools) stood at 3,019MK, representing 8.3% of the GDP per capita, relatively low compared with the 11% of the average in Sub-Saharan Africa. This is attributable to the very high pupil teacher ratio (80 pupils per teacher in Malawi, compared with 48 in the average of Sub-Saharan Africa) and the small amount of ORT allocated to primary education, and thereby teachers' salaries have been covered by more pupils, compared with other Sub-Saharan African countries (WB, 2010).

According to the MoEST education statistics, unit cost of public primary school (combining personnel expenditure and ORT) in 2011 was 4,494 MK, of which unit cost of ORT was 1,104 MK, while unit cost of personnel expenditure was 3,390 MK (MoEST, 2011), representing 75% of total unit cost.

Unit cost of public expenditure for secondary education in 2007 stood at 30,292 MK, representing 83% of the GDP per capita. The number of students per teacher was 20, lower than 28 of the average in Sub-Sahara Africa. In addition, allocation of ORT to secondary education was high. As a result, the unit cost to GDP per capita ratio of 83% was the highest in Sub-Saharan Africa, and was more than double the average of 30% (WB, 2010).

5.2.7 Projection of Mid-term Demand and Cost for Teachers

The primary school age population is anticipated to rise by 1.2 million between 2007 and 2015, creating an increasing demand for places in primary schools (Table 5-6) (MoEST, 2007b). Over the period, in response to an increasing demand for primary teachers, the annual output of newly trained primary teachers is anticipated to grow from 2,449 in 2007 to 4,000 in 2015.

Table 5-6: Projected Teaching Force, based on Current Output and Attrition of Primary Teachers (2006-2015)

	2006 (Actual)	2007	2008	2009	2010	2015
Primary school age population ⁶⁸	2,693,009	2,849,498	3,013,948	3,187,064	3,368,420	4,046,572
Total new teachers trained	2,576	2,614	2,665	3,165	3,165	4,165
New teachers from TTCs	2,411	2,449	2,500	3,000	3,000	4,000
New teachers from private TTCs	165	165	165	165	165	165
Distance learning course	0	0	0	0	0	0
Teacher attrition	2,069	2,093	2,118	2,145	2,193	2,720
Teaching Force	43,197	43,704	44,224	44,771	45,792	56,791

(Source: MoEST, 2007b)

⁶⁸ School age population data in the previous sub-section 4.1.1 "School Age Population" was the data of the MoEST education statistics estimated based on the 2008 Population Census. The school age population projection in Table 5-7 was estimated based on the 1998 Census, different from the data in 4.1.1.

According to the National Strategy for Teacher Education and Development developed in 2007, in view of current attrition rates, the number of primary teachers was estimated to increase gradually from 43,197 in 2006 to 56,000 in 2015, in spite of an increase in newly trained teachers annually. In fact, the number of primary teachers in 2011 stood at 53,031, as illustrated in Table 4-2 (MoEST, 2011), and grew faster than the projected data shown in Table 5-7.

The Development Strategy demonstrates two policy scenarios. In Scenario A, the GER and the PTR remain the same as 2006 figures. In this scenario, the number of teachers required rises purely as a result of the growth in school age population, to reach 65,000 by 2015. In Scenario B, the GER falls gradually to 107%, and the PTR increases gradually to 60. In this scenario, the number of teachers required is estimated at 72,000 by 2015. Based on the actual number of teachers in 2011, in Scenario A, a shortfall of the number of teachers is estimated at 12,000. This requires an annual increase of 3,000 teachers (more than 5,000, if the current attrition rate is reflected) by 2015. In Scenario B, a shortfall of the number of teachers is estimated at 20,000 in 2011. This requires annual growth of 5,000 teachers (more than 7,000, the same above) by 2015 (MoEST, 2007b).

Salary of a newly hired teacher in 2012 amounted to 20,000 MK per month (including 5,000 MK of allowance for serving in rural areas) (Interview with Director of Basic Education). In addition to a rise in the existing teachers' salary, Scenario A estimates an annual increase of 720 million MK for budget of the new teachers' salary, while Scenario B estimates 1.2 billion MK.

On the other hand, the secondary school age population is forecast to grow by over half a million from 2007 to 2015 (Table 5-7). The number of secondary teachers is forecast to fall from 10,368 in 2006 to 6,144 in 2015, as the combined output of the training institutions is roughly one third of the annual losses from attrition (9.78% of the total) (MoEST, 2007b).

Table 5-7: Projected Teaching Force, based on Current Output and Attrition of Secondary Teachers (2006-2015)

	2006 (Actual)	2007	2008	2009	2010	2015
Primary school age population	1,099,595	1,126,633	1,149,120	1,167,099	1,182,399	1,608,686
Total new teachers	330	330	330	330	330	330
New teachers Domasi college	130	130	130	130	130	130
New graduate Teachers	200	200	200	200	200	200
Teacher attrition (9.78%)	1,014	947	887	832	783	601
Teaching force	10,368	9,684	9,067	8,510	8,008	6,144

(Source: MoEST, 2007b)

Based on the projection of school age population and newly trained teachers shown in Table 5-7, two scenarios can be assumed in terms of the number of teachers required and shortfalls, as

illustrated in Table 5-8. In Scenario A, GER remains the current 20%, and the PTR remains the current figure. In Scenario B, GER is 30%, and the PTR is 30. Both scenarios demonstrate shortfalls in the number of teachers of 9,000 by 2015 (MoEST, 2007b). This indicates difficulty in improving access and quality in secondary education.

Table 5-8: Number of Teachers Required and Shortfalls of Secondary Teachers Projected based on Two Scenarios (2007-2015)

Scenario A	2006 (Actual)	2007	2008	2009	2010	2015
Secondary GER (%)	20	20	20	20	20	20
Secondary Enrollment	219,919	225,327	229,824	233,420	236,480	321,737
Secondary PTR	21	21	21	21	21	21
Teacher Requirement	10,368	10,730	10,944	11,115	11,261	15,321
Balance (shortfall)	-	(1,046)	(1,877)	(2,605)	(3,253)	(9,177)
Scenario B						
Secondary GER (%)	20	20	21	22	23	30
Secondary Enrollment	219,919	225,327	241,315	256,762	271,952	482,606
Secondary PTR	21	21	22	24	25	30
Teacher Requirement	10,368	10,730	10,969	10,698	10,878	16,087
Balance (shortfall)	-	(1,046)	(1,902)	(2,188)	(2,870)	(9,943)

(Source: MoEST, 2007b)

CHAPTER 6: TRENDS IN DONOR ASSISTANCE

6.1 Structure of Donor Coordination

In Malawi, SWAp started to be recognized among stakeholders and introduced in MIITEP and PCAR implementation in 1999. The foundation of SWAp has been developed gradually through various steps. Partnership building between the government of Malawi and donors have been sought based on the PIF. “Code of Conduct” was developed, and regular meetings were held (annually in November) (JICA, 2011).

SWAp was first introduced in the health sector in 2004. In the education sector, alongside development of the NESP in 2008 and application to EFA-FTI, the MoU on SWAp and JFA were agreed upon and signed in January 2010. In May 2010, the Sector Working Group (SWG) was officially set up. Through this, the education sector development also started to be pursued through SWAp. Starting from the financial year 2010/11, the sector budget support (pool fund) was started as stated before (JICA, 2011).

In the education sector in Malawi, donor assistance has been provided by ten development agencies, including African Development Bank (AfDB), CIDA, DFID, European Commission (EC), Germany (GIZ/KfW)⁶⁹, JICA, UNICEF, USAID, World Food Programme (WFP), and the World Bank, and NGOs such as Action Aid and Save the Children (JICA, 2011).

In Malawi, aid coordination is promoted through establishment of the Development Partners Group (DPG) by bilateral and multilateral donors. The aim of DPG is to strengthen their sense of ownership and leadership of the Government of Malawi in implementation of NESP and ESIP, to promote necessary policy dialogue and coordination of technical cooperation, and to expand assistance in the education sector in accordance with principles of the Paris Declaration (JICA, 2011).

6.2 Trends of Cooperation by Each Donor

Table 6-1 shows the overview of current cooperation by major development partners in the education sector in Malawi in three thematic areas. The pledge of each partner is shown in Table 6-2.

⁶⁹ Germany used to provide assistance through several separate institutions: technical cooperation by GTZ, dispatch of human resources by CIM/DED, and human resource development and vocational training by InWEnt. In January 2011, these organizations were integrated into a single technical cooperation agency, Gesellschaft für Internationale Zusammenarbeit (GIZ). The technical cooperation by GIZ and financial cooperation by KfW are together called German Development Cooperation (GDC) as development assistance by the government of Germany. Policy decision-making continues to be made by the German Embassy.

Table 6-1: Overview of Cooperation in the Education Sector in Malawi by Thematic Area

	Expand equitable access to education	Improve quality and relevance of education	Improve governance and management of the system
Primary Education	<ul style="list-style-type: none"> - Construction of primary schools (DFID, UNICEF) - School health and nutrition (WFP, World Bank) - Support to Child friendly schools (UNICEF) - Construction of teachers houses (EU) 	<ul style="list-style-type: none"> - Support to Teacher Development Center (GTZ) - Capacity building of teachers (USAID) - Construction of Teacher Training Colleges (DFID, World Bank) - Support to primary curriculum review (CIDA, DFID, GTZ, USAID) 	<ul style="list-style-type: none"> - Support to development and institutionalization of District Education Plan (DEP) (JICA) - Support to decentralization (GTZ) - Capacity building of school management committees (development of School Improvement Plan and provision of school grant) (DFID, USAID, World Bank)
Secondary Education	<ul style="list-style-type: none"> - Construction and rehabilitation of standard schools (World Bank) - Construction of CDSS (AfDB, JICA) 	<ul style="list-style-type: none"> - INSET in mathematics and science (SMASSE) (JICA) - Upgrading low qualification teachers at CDSS (AfDB) 	<ul style="list-style-type: none"> - Head teacher training (World Bank, AfDB)

(Source: JICA, 2011. Based on the thematic areas of intervention shown in NESP).

Table 6-2: Pledge of Each Donor in the Education Sector (thousand US\$)

	2010/11		2011/12		2012/13		2013/14	
	Project	Budget support						
AfDB	3,930		8,331		6,602		11,004	
CIDA	1,253		1,600		1,800		1,600	
DFID	5,440	22,400	3,120	22,400	1,920	22,400	1,920	22,400
GDC	3,632	7,526	5,262	7,526	3,089	7,526	3,089	7,526
JICA	6,369		6,151		2,979		-	
UNICEF	6,930	250	6,930	250	6,930	250	6,930	250
USAID	9,100		8,000		9,000		10,000	
WB		6,000		9,000		15,000		15,000
WFP	12,373		12,373		12,373		12,373	
EFA-FTI		15,000		30,000		45,000		-
Total	45,101	51,176	51,767	69,176	44,693	90,176	46,916	45,176

(Source: JICA, 2011. Excerpt from Malawi Education DP Resources Committed/Anticipated).

Donors, excluding AfDB and JICA, focus more on primary education. According to the ESIP, the funding gap of 2009/10 was 4.20 billion MK, and this will expand to 11.82 billion MK in 2012/13 (MoEST, 2009b). To fill this gap, a majority of the sector budget support (pool fund) including the EFA-FTI catalytic fund is planned to be distributed to expansion of primary education. Thus, cooperation from donors is likely to further concentrate on primary education. On the other hand, AfDB, the World Bank and JICA are the only partners assisting secondary education. AfDB plans to shift its cooperation to higher education once the current assistance

program completes in 2012 (JICA, 2011). The World Bank started a new program called “Improvement of Quality Education in Malawi” (IQEM) (2010-2014) in the financial year 2010 targeting primary and secondary education⁷⁰ (WB, 2012a).

⁷⁰ Project components include expansion of equitable access to primary and secondary education, distribution of teaching materials and expansion of teacher training, and capacity development of local and central educational authority in development of School Improvement Plan (WB, 2012a).

CHAPTER 7: RESULTS OF ANALYSIS

7.1 Top Priorities in the Basic Education Sector

The research and analysis of the basic education (primary education) sector in Malawi have found that the overall access to primary education has greatly improved due to the free primary education and other policies of the Government of Malawi. However, the primary schools/classrooms crowded with pupils has faced increased problems, including a low level of internal efficiency as well as insufficient learning outcomes due to the inability of the country to provide enough classrooms and teachers in line with the rapid increase of enrollment. This situation has, in fact, worsened the problem of the quality of education.

For a better understanding of the challenges faced by primary education in Malawi, Table 7-1 compares Malawi to other countries in Sub-Saharan Africa in terms of access (primary NER, secondary GER, and net intake rate (NIR) of primary education), internal efficiency (repetition rate of primary education), learning outcome (completion rate of primary education), teachers (PTR of primary education) and inputs (percentage of education sector expenditure in government expenditure).

Among the countries compared, the NER and NIR of primary education in Malawi are both second from bottom above Rwanda. In terms of the completion rate of primary education, Malawi is ranked fifth in the middle after Zambia, Cameroon, Ethiopia and Senegal. Meanwhile, Malawi is at the bottom of the table in terms of the repetition rate of primary education, PTR of primary education and percentage of education sector expenditure in government expenditure. In terms of the GER of secondary education, Malawi is ranked 8th among the 11 countries compared (WB, 2012b).

Table 7-1: Comparison of Education Indices of Malawi and 10 Neighboring Countries (2010)

	Primary NER	Primary GER	Primary NIR	Primary Repetition Rate	Primary Completion Rate	Primary PTR	Education Sector Expenditure (% of Government Expenditure)
Malawi ^{*1}	96.9 ^{*2}	32.1	80.6	19.0	66.8	79.3	12.1
Zambia	91.4	33.4 ^{*3}	50.6	6.0	103.3	58.0	19.9 ^{*3}
Kenya	82.8 ^{*2}	60.2 ^{*2}	-	-	-	46.8 ^{*2}	17.2
Ethiopia	81.3	35.7	68.4	3.9	72.2	54.1	25.4
Uganda	90.9	28.1	67.8	10.8	57.2	48.6	15.0 ^{*2}
Rwanda	98.7	32.2	86.4	13.8	69.6	64.6	18.2
Senegal	75.5	37.4	57.2 ^{*4}	6.3	59.2	33.7	24.0 ^{*2}
Burkina Faso	58.1	20.7	19.4	10.1	45.1	47.8	21.8 ^{*4}
Mali	62.0	37.7	19.3	12.9	54.8	50.4	22.0
Cameroon	92.4	42.2	58.9 ^{*2}	13.1	78.7	45.5	17.9
Niger	57.2	13.4	64.4	4.4	41.2	38.6	16.9

(Source: World Bank, World Data Bank obtained on 28th May, 2012)

Notes: *1 Figures are from the World Data Bank to make a better comparison with other countries.

*2 World Bank, 2009

*3 For Zambia, the numbers correspond to data from the Education Sector Program (NIF III) as well as statistical data from the MoE as data regarding the secondary education GER and the education sector expenditure to government expenditure ratio could not be obtained from the World Bank website. However, the figure under the education sector expenditure to government expenditure ratio for Zambia corresponds to the education sector budget to general budget ratio.

*4 World Bank, 2007

Table 7-1 suggests that although Malawi shows relatively good values for the indices regarding access to primary education compared to neighbouring countries, it faces a formidable challenge in terms of the repetition rate and teacher shortage for primary education, percentage of education sector expenditure in government expenditure and access to secondary education. Among SACMEQ countries, Malawi remains at the bottom, indicating a strong need for Malawi to improve its learning outcome.

Table 7-2 compares the educational indices from the present study to the benchmark indices of the FIT Indicative Framework to clarify the challenges faced by the primary education sector in Malawi.

Although the NIR (an index for access) in Malawi is below average, it is better than that of many neighbouring countries as shown in Table 7-1. The figure for Malawi is worse than average in terms of the completion rate and repetition rate for primary education, PTR for public schools and annual instruction hours.

Table 7-2: Comparison of EFA-FIT Indicative Framework Indices

Index	Average of countries showing positive performance in achieving EFA	Malawi (National Figure) (2010/11)
1. Percentage of the government revenue allocated to the education sector	20%	16.4% (2010/11) ^{*1}
2. Percentage of education sector budget allocated to basic education	42 - 62%	56.0% (2010/11) ^{*1}
3. Intake Rates	100%	Gross intake rate: 154.1% (2010) ^{*2} Net intake rate: 80.6% (2010) ^{*2}
4. Primary education completion rate	100%	66.8% ^{*1}
5. Primary education repetition rate	Less than 10%	18.8% (2009) ^{*3}
6. Pupil teacher ratio in public schools	40: 1	76:1 (2011) ^{*1}
7. Percentage of non-salaries spending in the recurrent education spending	33%	26.1% ^{*4}
8. Annual hours of instruction	850 - 1000 hours	721 hours ^{*5}

(Source: World Bank, 2004 and Malawi MoEST, 2011)

Notes: *1 Education statistics of MoEST (2011)

*2 The education statistics of MoEST do not include the intake rate or completion rate. The relevant data is quoted from the World Data bank of the World Bank as in the case of Table 7-1 (obtained on 28th May, 2012).

*3 The education statistics of MoEST only give the repetition rate for each standard. The figure here is quoted from the World Bank CSR for Malawi (2010).

*4 This is the percentage of the non-salaries budget in the recurrent budget of MoEST. As the recurrent

budget of MoEST includes grants to affiliated organizations, district councils and others, the percentage of the non-salaries budget in the recurrent budget for the education sector is 45.5%.

*5 World Bank Country Status Report for Malawi (2010)

7.2 Factor Analysis of Top Priorities

As mentioned earlier, the prioritized problems of the education sector in Malawi, when comparing the educational indices to those of other Sub-Saharan countries as well as the EFA-FTI Indicative Framework, are the low internal efficiency of primary education, high PTR of public schools, fewer annual instruction hours, low transition rate to secondary education and budget-related issues (low ratio of the education budget in the government budget and low ratio of the non-salaries budget in the recurrent education budget).

From the viewpoint of the equity of education which cannot be determined based on the national average, the correction of the large impacts of a regional gap (i.e. between urban areas and rural areas) as well as income gap (i.e. between the rich and poor) on access to primary and secondary education and the learning outcome should be considered another top priority. Factor analysis is conducted below for each top priority.

(1) Low Internal Efficiency of Primary Education

Standard 1 pupils in primary education are at the lowest end of such indices as the promotion rate to the next grade, repetition rate and dropout rate among pupils of all standards. In fact, these indices are found to be problematic for every standard as the promotion rate does not exceed the 80% mark for any standard. The repetition rate exceeds 20% for Standard 2 and Standard 3 and the dropout rate exceeds 10% for several standards (MoEST, 2011). The overall internal efficiency in Malawi is low and it is estimated that 65% of public resources are wasted on repeated standards or schooling for pupils who drop out before completing primary education (WB, 2012a).

One reason for the low internal efficiency is that pupils in Malawi do not automatically move up a standard. Repetition often leads to dropping out, resulting in a low level of learning outcome (completion rate in Standard 8). Many other indices relating to the learning environment and quality of learning, including the number of pupils per classroom, number of pupils per teacher and number of textbooks per pupil, also indicate a difficult learning environment for pupils. Nearly 30% of primary schools are not complete primary schools teaching up to Standard 8. Pupils who are enrolled at non-complete schools must move to other schools after completing several standards. Other main contributory factors to the low internal efficiency are the highest number of pupils per classroom of 121 for Standard 1 and the high proportion of classes held under trees (17%) because of the insufficient number of permanent classrooms (WB, 2010).

There are several reasons for dropping out. One is the need for children to support their own lives because of poverty or the fact that they are orphans due to the death of their parent(s) from

HIV/AIDS. In the case of female pupils, teenage pregnancy and early marriage often affect the completion of primary education (WB, 2010). The MICS in 2006 found that the ratio of children aged 5 through 14 engaged in child labour (either paid work or family business) was as high as 28.8% (28.2% for boys and 29.3% for girls). In urban areas, the ratio was 15.7% which was much lower than the 30.4% in rural areas. The ratio of girls married at the age of less than 15 years old was 10.6% and the ratio of married or cohabiting girls in the age group of 15 to 19 years old was as high as 32.1%. Meanwhile, 12% of children aged 0 to 17 years old had lost one or both of their parents and 17.4% of children in this age group were living with guardians who are not their parents (NSO, 2006).

(2) High Pupil-Teacher Ratio

The PTR for primary education is high and no signs of improvement have been detected in the last five years. The reasons for this include the slow pace of teacher training which is unable to catch up with the rapidly increasing enrollment figure for primary education since the introduction of free primary education and the fairly high level of teacher depletion each year due to death caused by HIV/AIDS and other reasons. Many teachers are reluctant to take positions in rural schools because of difficult access, lack of proper accommodation and/or insufficient infrastructure, such as water and electricity supply, even though a special allowance (MK 5,000/month) is provided for rural teaching positions. The high departure rate of teachers posted to rural areas has caused a shortage of teachers in rural areas (WB, 2010).

While efforts have been made to strengthen the teacher training system in order to solve the teacher shortage problem, the training of qualified teachers still lags behind the actual need. In order to recruit a sufficient number of teachers to meet the need, additional budget funding of 3 billion MK or more is required each year to cover the personnel cost of new teachers (MoEST, 2007b), causing a further financial burden on the government of Malawi.

One major factor for the persisting teacher shortage is the lack of comprehensive analysis of the increased enrollment, teacher training capacity and funding requirements to cover teacher salaries and infrastructure development costs so that a realistic plan can be formulated to solve the teacher shortage since the introduction of free primary education. One good example of the insufficiency of the approach is the absence of a comprehensive personnel development and deployment plan as pointed out in the capacity gap analysis report compiled by MoEST itself.

(3) Insufficient Annual Instruction Hours

According to the World Bank CSR, the total number of annual instruction hours (721 hours) in primary schools is less than 80% of the theoretically required number of hours (910 hours). The number of actual daily teaching hours range from three hours in the case of the lower standards to four hours for the upper standards. These fall substantially short of the eight hours/day stipulated by the revised curriculum for primary education in 2008 as the desirable number of daily contact hours between children and teachers. The adoption of overlapping shifts due to the

teacher and classroom shortages tends to reduce the number of instruction hours for the lower standards, particularly Standard 1 and Standard 2. Other factors limiting the number of instruction hours are (i) teacher absenteeism of which level is estimated to one in every five teachers are absent on any given day, (ii) high level of school closure due to holidays and strikes and (iii) absence of pupils due to illness or their involvement in family chores (WB, 2010).

Given the likelihood of an increased number of schools opting for a double shift system to reduce the number of pupils per class (MoEST, 2011), there is concern in regard to a further decline of the annual number of instruction hours.

(4) Low Level of Learning Outcome and Low Transition Rate to Secondary Education

In Malawi, the completion rate up to Standard 8 of primary education is low and the resulting low transition rate to secondary education has not improved. The SACMEQ score in Malawi is extremely low, indicating a low level of learning outcome.

As already mentioned in association with the low internal efficiency, the low completion rate up to Standard 8 is caused by the insufficient quality of education in relation to the learning environment, textbooks and teachers. To be more precise, the contributory factors for this low completion rate are the high number of pupils per classroom, high PTR, low number of textbooks per pupil, high proportion (nearly 20%) of classes held under trees and high proportion of voluntary teachers (WB, 2012b). Furthermore, there are also some indirect factors, including (i) inactive parents who have left learning entirely to the school since the introduction of free primary education and who are not actively involved in the PTA or SMC and (ii) teacher absenteeism and a qualitative decline of teaching, both of which are partly the result of the inability of the CPEA and PEA to conduct the regular monitoring of and guidance for schools due to insufficient funding for these activities as well as the remoteness of many schools.

There are several reasons for the low transition rate for secondary education, including inability to pay the fees due to poverty, necessity to take a job to support the family and marriage/pregnancy for girls in particular. Moreover, even if someone passes the PSLCE, he/she may be unable to find a good and/or nearby secondary school due to the limited secondary education spaces available (WB, 2010).

The average SACMEQ III score in Malawi is higher in urban areas, for children of higher income groups and for boys (SACMEQ, 2010). It is generally understood that the SACMEQ III results are affected by various factors, such as the family environment (income, academic career of parents, place of residence and others), learning environment (availability of furniture, textbooks and others at schools, supply of clean water and others), teaching quality (presence of qualified teachers, experience of teachers and others) and school management (state of the school and staff management by the principal, level of parent participation and others) (MoEST, 2010b).

(5) Insufficient Education Budget

While the government of Malawi has been much more attentive to the EFA-FTE benchmarks since the signing of the JFA in 2010, the percentage of the education sector expenditure in the government expenditure and the percentage of non-salaries items in the recurrent budget have continued to be lower than the average values. The percentage of the sector expenditure in the government expenditure is even lower than 20.8% which is the average for the Southern African Development Community (SADC) countries, suggesting the low priority of educational development on the part of the government of Malawi (WB, 2010). The overall budget size of the education sector has shown an increasing trend, partly because of the financial assistance of the pooled fund donors. However, given the need to increase the number of staff, especially teachers, it is believed to be difficult to improve the percentage of non-salaries items occupying the recurrent budget in the near future.

It is also important to note that the expansion and improvement of secondary education may well be delayed as the necessary review of the secondary education curriculum and other activities cannot be swiftly achieved due to the fact that most of the funding provided by the pool fund donors goes to primary education.

(6) Significant Impacts of Urban-Rural and Income Gaps on the Access to and Achievements of Primary Education

As mentioned in 4.3 “Equity,” urban-rural and income gaps have significant impacts, particularly on the completion rate and SACMEQ results for primary education.

The inferior situation of the learning environment in rural areas is presumably caused by (i) the insufficient number of complete schools to cover all eight standards in rural areas which necessitates the move of many pupils to other schools located far away in order to complete primary education, (ii) the insufficient or unsteady number of teachers at many rural schools because of the lack of proper classrooms and/or furniture and (iii) remote schools not being fully allocated textbooks. Other factors are the higher percentages of children engaged in child labour and girls marrying even before reaching the age of 15 in rural areas.

In connection with the income gap, a high percentage of children engaged in child labour and inability to pay for uniforms, textbooks and other expenses even though the tuition is free are frequent reasons, particularly for orphaned children and children of poor families, to be unable to complete primary education (WB, 2010).

7.3 Priorities of Malawi’s Education Policy

In the NESP, MoEST identifies the following strategic priorities for primary education.

Priority 1: Improvement of Quality and Relevance

(i) Improvement of the learning achievements through the provision of books and other

teaching-learning materials, training of teachers, Interactive Radio Instructions (IRI) and complementary basic education

- (ii) Reduction of class sizes through the employment of trained teachers and strengthening of teacher training in the form of distance learning
- (iii) Increase of the relevance of the primary curriculum through the promotion of the PCAR programme
- (iv) Reinforcement of the inspection and supervision system of primary education
- (v) Introduction of appropriate incentives for teachers and supervision of their performance

Priority 2: Improvement of Access and Equity

- (i) Increase of the net enrollment and completion rates targeting those who are disadvantaged by gender, poverty, special needs and geographical location
- (ii) Improvement of enrollment, particularly female enrollment, for Standards 5 and 8
- (iii) Improvement of the educational infrastructure through programmes to construct classrooms, school facilities and teachers' housing complemented by grants for communities to provide shelters for classes which temporarily lack classrooms
- (iv) Optimisation of the private sector participation in basic education
- (v) Strengthening of the complementary basic educational modalities for learners, including IRI, complementary basic education and ODL

Priority 3: Strengthening of Governance and Management

- (i) Mobilisation of communities to participate in whole-school development and management
- (ii) Prioritised implementation of the appropriate decentralisation of the delivery of education services while incorporating the processes of planning, budgeting and financing, and monitoring and evaluation
- (iii) Introduction of policy measures to reduce the size of classes for Standards 1 and 2 and to reduce the repetition and drop-out rates
- (iv) Monitoring of the performance and strengthening of the internal efficiency of the sub-sector

The same NESP identifies the following strategic priorities for secondary education

Priority 1: Improvement of Quality and Relevance

- (i) Increase of enrollment and more equitable selection and admission of students
- (ii) Improvement, expansion and maximum use of the educational infrastructure
- (iii) Maximisation of private sector participation in secondary education
- (iv) Strengthening of such complementary secondary education modalities as ODL

Priority 2: Improvement of Access and Equity

- (i) Improvement of the teaching inputs to facilitate more effective learning outcomes by means of recruiting trained teachers and training unqualified teachers while efficiently using the

- scarce resources to ensure that the total number of teachers remains at a cost effective level
- (ii) Introduction of appropriate incentives for teachers and supervision of their performance
 - (iii) Improvement of the relevance of the secondary curriculum and the delivery and enhancement of HIV/AIDS prevention as part of the course content

Priority 3: Strengthening of Governance and Management

- (i) Monitoring of the performance and strengthening of the internal efficiency of the sub-sector
- (ii) Provision of support for all teachers and students affected and infected by HIV/AIDS
- (iii) Enhancement of financial prudence and accountability

These and other priorities identified in the NESP cover all of the top priorities in Malawi discussed earlier in 7.1 and 7.2. Although the realisation of these priorities in the NESP certainly addresses the top priorities, the reality is that neither the NESP nor the ESIP offer concrete strategies or plans for the necessary activities.

7.4 Challenges and Necessary Considerations

The study has given rise to the following challenges and points of consideration when conducting a sector analysis of the basic education sector.

(1) Handling of UNESCO Statistics

In some cases, statistical data published by the UNESCO is used in this study as it was impossible to obtain certain indices from the educational statistics published by the Malawi MoEST or the available data is questionable. Because of the different data collection method employed by the UNESCO from the method used for educational statistics of MoEST, a direct comparison cannot be made for analysis of the relationship between the UNESCO statistics and MoEST statistics, careful consideration is required in the comparative analysis of the study using these two sets of statistical data.

(2) Order of the Study Items and Their Relationship

For the compilation of this report, analysis was conducted following the listed order of the standard study items shown in Annex 1-1. Because analysis of the equity followed analysis of the access and internal efficiency, it was necessary to make arrangements to avoid any duplication of the analysis of equity concerning the gender gap, etc. in relation to the quality of learning. As it was quite difficult to clarify the way of thinking concerning the education budget and policy priorities on the part of the government of Malawi simply based on existing documents and interviews as part of the field survey, such matters were not effectively used in the analysis in Chapter 7.

(3) Analytical Methods for the Inputs and Outputs for Each Study Item and Reliability of Individual Inputs and Outputs

It is often the case that existing materials lack information on such matters as the curriculum, teacher training, procurement of textbooks, mechanism of educational administration and finance and government capacity. Careful consideration is required for the analysis, compilation of data and description of these matters. In the case of some items, much time and labour are required for proper analysis. There is no guarantee that careful analysis will produce useful information for all of the studied items. Based on the experience of this study, it may be useful for similar studies and analyses in the future to determine (i) the expected inputs and outputs for each study item, (ii) feasible methods to compile and analyse individual inputs and outputs and (iii) reliability of individual inputs and outputs.

ANNEX

I. Survey Items and Indicators

1-1 Standard Research Items and Indicators for the Basic Education Sector Analysis

Main Grouping		Sub Grouping		Items and Indicators
1	Population projection	1-1	Current situation and projection	Current situation of school age population
				Projection of school age population
				Regional distribution of population density
2	Educational development trend	2-1	Trend of improvement policy on education sector	Education system
				National development policy
				Education development policy
				Education sector program
3	Donor assistance	3-1	Trend of donor assistance Extent of adopting the global aid framework	Amount and contents of assistance and aid modality
				Donor coordination
				Adoption of the aid framework
4	Access	4-1	Enrollment trend Projection of enrollment rate	Net enrollment rate (Primary/Secondary)
				Gross enrollment rate (Primary/Secondary)
				Net intake rate (Primary/Secondary)
				Gross intake rate (Primary/Secondary)
5	Literacy, non-formal education	5-1	Literacy rate	Adult literacy rate
6	Internal efficiency	6-1	Quantitative internal efficiency	Promotion rate by grade
				Repetition rate by grade
				Dropout rate by grade
				Transition rate
				Cohort survival rate
				Schooling years per graduate
7	Equity	7-1	Comparative analysis of access by group	Repetition Rate by Group
				Survival Rate by Group
				Promotion Rate by Group
				Transition Rate by Group
		Gender Parity Index		
7-2	Special education for pupils with special needs and inclusive education	Education policy and current situation of special education		
8	Quality	8-1	Situation of learning outcome	Completion rate
				Performance of the national examination
		8-2	Analysis of learning environment	Performance of international student ability assessment such as PISA, SACMEQ etc.
				Pupils per class by region
				Pupils per class by group
				Number of schools introducing shift system
		8-3	Procurement and distribution system of teaching material	Teaching hours
				Analysis on procurement system of teaching material
		8-4	Definition of academic ability	Efficiency of distribution system of teaching material
				Definition of academic ability to achieve
8-5	Quality assurance system of education	Existence of national pupil/student ability standards		
		Contents of national pupil/student ability standards		
		Pupil/student ability assessment system		
				How to put the results of pupil/student ability assessment open to the public

Main Grouping		Sub Grouping		Items and Indicators
				School inspector system
		8-6	Curriculum	Capacity of curriculum development agency Curriculum updating
		8-7	Medium of instruction	Medium of instruction (languages)
9	Teachers	9-1	Teacher qualification and placement	Number of Pupils Per Teacher (Regional distribution)
				Number of Pupils Per Teacher by Type (Regional distribution)
		9-2	Analysis on teacher education system	Teacher training System (pre-service and in-service)
				Appropriateness of teacher training curriculum Appropriateness of proportion of material knowledge, pedagogy, and educational psychology
9-3	Analysis on teacher salary	Level of teacher salary		
9-4	Analysis on teacher recruiting and management	Teacher recruiting and removing agency Regulations of recruiting and removing teachers		
10	Educational administration system	10-1	Analysis of structure and function of devolution	Situation of devolution among education administration
				Capacity of each level
Mechanism of devolution and financial distribution				
				Situation of devolution process
		10-2	Management of Ministry of Education (MoE)	Management capacity of MoE
11	Analysis of educational finance	11-1	Percentage of education sector in the total government budget and expenditure	Percentage of government education budget and expenditure of education sector comparing to GDP
				Percentage of government education expenditure in total government expenditure
		11-2	Percentage of education sub-sectors in the government education budget and expenditure	Percentage of education sub-sectors in the government education budget and expenditure
		11-3	Percentage of education sector in the total government working budget	Percentage of education sector in the government working budget and expenditure
		11-4	Analysis of recurrent budget and expenditure	Percentage of teacher salary in the education recurrent budget
		11-5	Percentage of donor assistance in MoE budget	Percentage of donor assistance in MoE budget
		11-6	Analysis on flow and management of donor's fund	Flow of donor's fund Management system
		11-7	Analysis of private spending on education	Percentage of spending of beneficiaries and households in education expenditure
		11-8	Analysis on unit cost	Government education expenditure per pupil/student by each education stage
		11-9	Mid-term needs projection of teachers and expenses	Number of teachers to be needed in the mid-term period
Projection of expenditure needed in the mid-term period				
11-10	Analysis of management system of education budget and government expenditure	Mechanism of public finance management system in education sector		
		Appropriateness of the existing mechanism		
12	Public-private partnerships	12-1	Situation of public-private partnership (PPP)	Comparison of enrollments by school type Factor analysis on which groups go to which school types

(Source: JICA "Standard Research Item and Methodology of the Education Sector Analysis" (Draft as of October 2011))

II. Itinerary of the Field Survey

No.	Date		Activities	Accommodation
1	29-Apr	Sun	Departure from Narita (SQ0637)	
2	30-Apr	Mon	Arrival in Johannesburg (SQ0478) Arrival in Lilongwe 12:25am (SA0170) 15:00 Meeting with JICA Malawi Office 16:00 Meeting with Dr. Chimombo, Local Consultant of the Basic Education Sector Study (University of Malawi)	Sunbird Capital Hotel
3	1-May	Tue	3:00 Meeting with MoE Basic Education Department	Sunbird Capital Hotel
4	2-May	Wed	8:00 School Visit (Mwenyekondo Basic School) 10:00 Secondary Education Dept., MoE 11:00 Meeting with Dr. Chimombo	Sunbird Capital Hotel
5	3-May	Thu	9:00 School Visit (Kauna Cathoric Primary School) 11:00 DIAS 14:00 USAID 15:00 EMIS	Sunbird Capital Hotel
6	4-May	Fri	9:00 School Visit (Golden Gate Memorial/Private School) 11:00 School Visit (Dzenza Conventional Secondary School) 14:00 SWAPs Secretariat	Sunbird Capital Hotel
7	5-May	Sat	Preparation of meeting memo and data analysis	Sunbird Capital Hotel
8	6-May	Sun	Preparation of meeting memo and data analysis	Sunbird Capital Hotel
9	7-May	Mon	8:30 WB 10:00 National Local Government Finance Committee 11:30 School Visit (CDSS)	Sunbird Capital Hotel
10	8-May	Tue	8:30 Special Education Section 10:00 Budget Section of Planning Dept., MoE Move to Zomba	Sunbird Capital Hotel
11	9-May	Wed	8:00 DEM Zomba Rural 9:30 MIE 11:00 Domasi College Move to Lilongwe	Sunbird Capital Hotel
12	10-May	Thu	8:00 JICA Malawi Office 9:00 Wrap up with Dr. Chimombo 13:15 Departure from Lilongwe (SA0171)	Johannesburg
13	11-May	Fri	Arrival in Singapore (SQ0479)	on board
14	12-May	Sat	Arrival in Narita (SQ0012)	

III. Collected Data

Chapter 2

2-1 Population, Area, Population Density and Poverty Rate for Each District (2008)

	Population (persons)			Area Size (Km ²)	Population (persons per Km ²)	Poverty Rate (%) *
	Total	Urban	Rural			
Malawi	13,077,160	2,003,309	11,073,851	94,276	139	52.4
Northern Region	1,708,930	240,515	1,468,415	26,931	63	/
Chitipa	178,904	14,753	164,151	4,288	42	67.2
Karonga	269,890	40,334	229,556	3,355	80	54.9
Nkhatabay	215,789	11,269	204,520	4,071	53	63.0
Rumphi	172,034	17,845	154,189	4,769	36	61.6
Mzimba	727,931	20,994	706,937	10,382	70	50.6
Mzuzu City	10,414	1,352	9,062	48	2,791	NA
Likoma	133,968	133,968	-	19	579	34.0
Central Region	5,510,195	832,113	4,678,082	35,592	155	/
Kasungu	627,467	39,640	587,827	7,878	80	44.9
Nkhotakota	303,659	24,726	278,933	4,259	71	48.0
Ntchisi	224,872	7,918	216,954	1,655	136	47.3
Dowa	558,470	4,765	553,705	3,041	184	36.6
Salima	337,895	27,852	310,043	2,196	154	57.3
Lilongwe Rural	1,230,834	-	1,230,834	5,703	216	37.5
Lilongwe City	674,448	674,448	-	456	1,479	24.6
Mchinji	456,516	17,881	438,635	3,356	136	59.6
Dedza	624,445	20,241	604,204	3,624	172	54.6
Ntcheu	471,589	14,642	456,947	3,424	138	51.6
Southern Region	5,858,035	930,681	4,927,354	31,753	184	/
Mangochi	797,061	50,821	746,240	6,273	127	60.7
Machinga	490,579	24,147	466,432	3,771	130	73.7
Zomba Rural	579,639	-	579,639	2,541	228	70.0
Zomba City	88,314	88,314	-	39	2,264	28.7
Chiradzulu	288,546	2,348	286,198	767	376	63.5
Blantyre Rural	340,728	-	340,728	1,792	190	46.5
Blantyre City	661,256	661,256	-	220	3,006	23.6
Mwanza	92,947	14,226	78,721	2,295	40	55.6
Thyolo	587,053	18,589	568,464	1,715	342	64.9
Mulanje	521,391	14,497	506,894	2,056	254	68.6
Phalombe	313,129	4,935	308,194	1,394	225	61.9
Chikwawa	434,648	6,987	427,661	4,755	91	65.8
Nsanje	238,103	20,179	217,924	1,942	123	76.0
Balaka	317,324	22,733	294,591	2,193	145	66.8
Neno	107,317	1,649	105,668	1,469	73	NA

(Source: National Statistical Office of Malawi, 2008)

Note: Source of Poverty Rate: National Statistical Office of Malawi, 2005.

2-2 Progress of MDGs Achievement in Malawi (Goals 1 to 3)

Goal	Target	Indicators	Data 2009	Target Value 2015	Current Status
Goal 1 : Eradicate extreme poverty and hunger	Target 1.A : Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day	Proportion of population below \$1 (PPP) per day	39%	27%	Likely to be met
		Poverty gap ratio	17.8%	8%	Likely to be met
	Target 1.C : Halve, between 1990 and 2015, the proportion of people who suffer from hunger.	Prevalence of underweight children under-five years of age	17%	14%	Likely to be met
Goal 2 : Achieve Universal Primary Education	Target 2.A : Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net enrolment ratio in primary education	83%	100%	unlikely to be met
		Proportion of pupils starting grade 1 who reach last grade of primary	75.7%	100%	unlikely to be met
		Literacy rate of 15-24 year-olds, women and men	84%	100%	unlikely to be met
Goal 3 : Promote Gender Equality and Empower Women	Target 3.A : Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	Ratios of girls to boys in primary education	1.03	1	unlikely to be met
		Ratios of girls to boys in secondary education	0.79	1	unlikely to be met
		Ratios of girls to boys in tertiary education	0.94	1	unlikely to be met
		Ratios of girls to boys in literacy rate of 15-24 year-olds	15%	50%	unlikely to be met
		Share of women in wage employment in the non-agricultural sector	22%	50%	unlikely to be met

(Source: GoM, 2010)

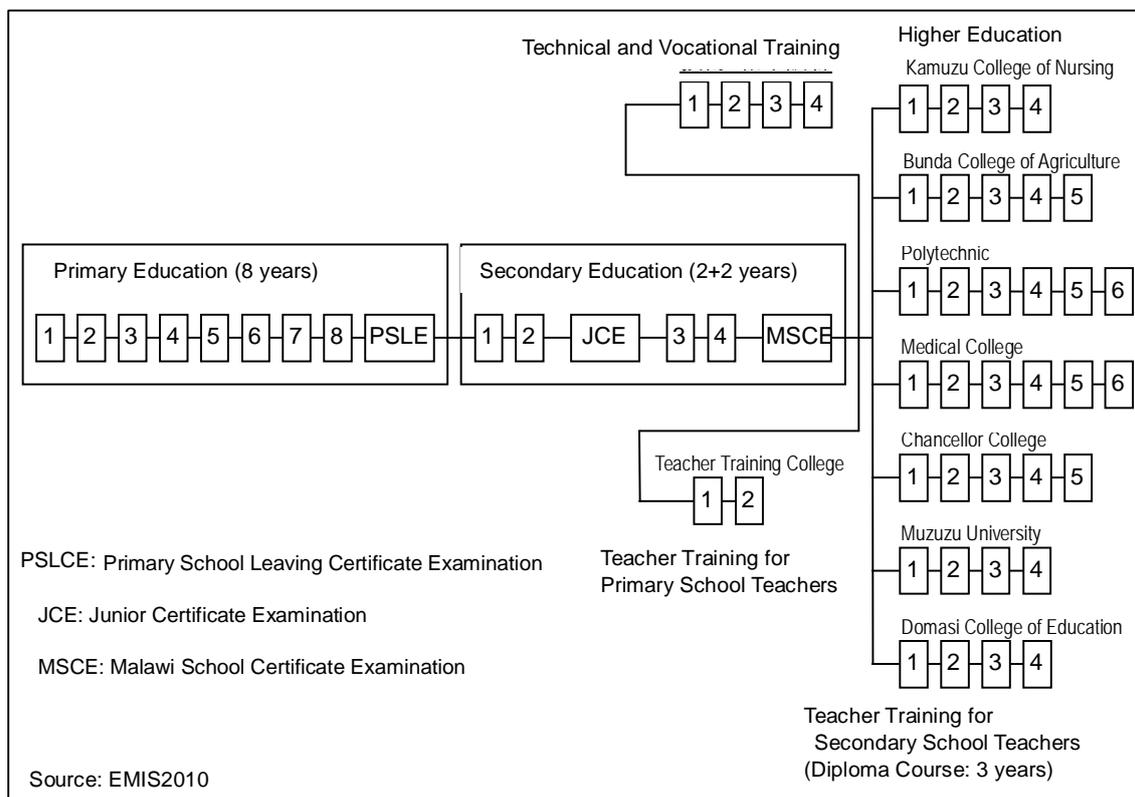
Chapter 3

3-1 Key Monitoring Indicators of the NESP Indicated by the ESIP Monitoring Plan

	Baseline Value 2009	Target Value 2013
Public expenditure on primary education as a % of total public expenditure on education	56.30%	62.12%
Gross enrollment rate in primary education	--	--
Net enrollment rate in primary education	79%	88%
Completion rates of primary education	72.6%	76.2%
Survival rate at Standard 5	76.2%	87.5%
Repetition rate of primary education	19.16%	5.0%
Dropout rate of primary education	8.42%	0%
Pupil-Teacher Ratio	81	56 (2012)
Gross enrollment rate in secondary education	19%	23.5%

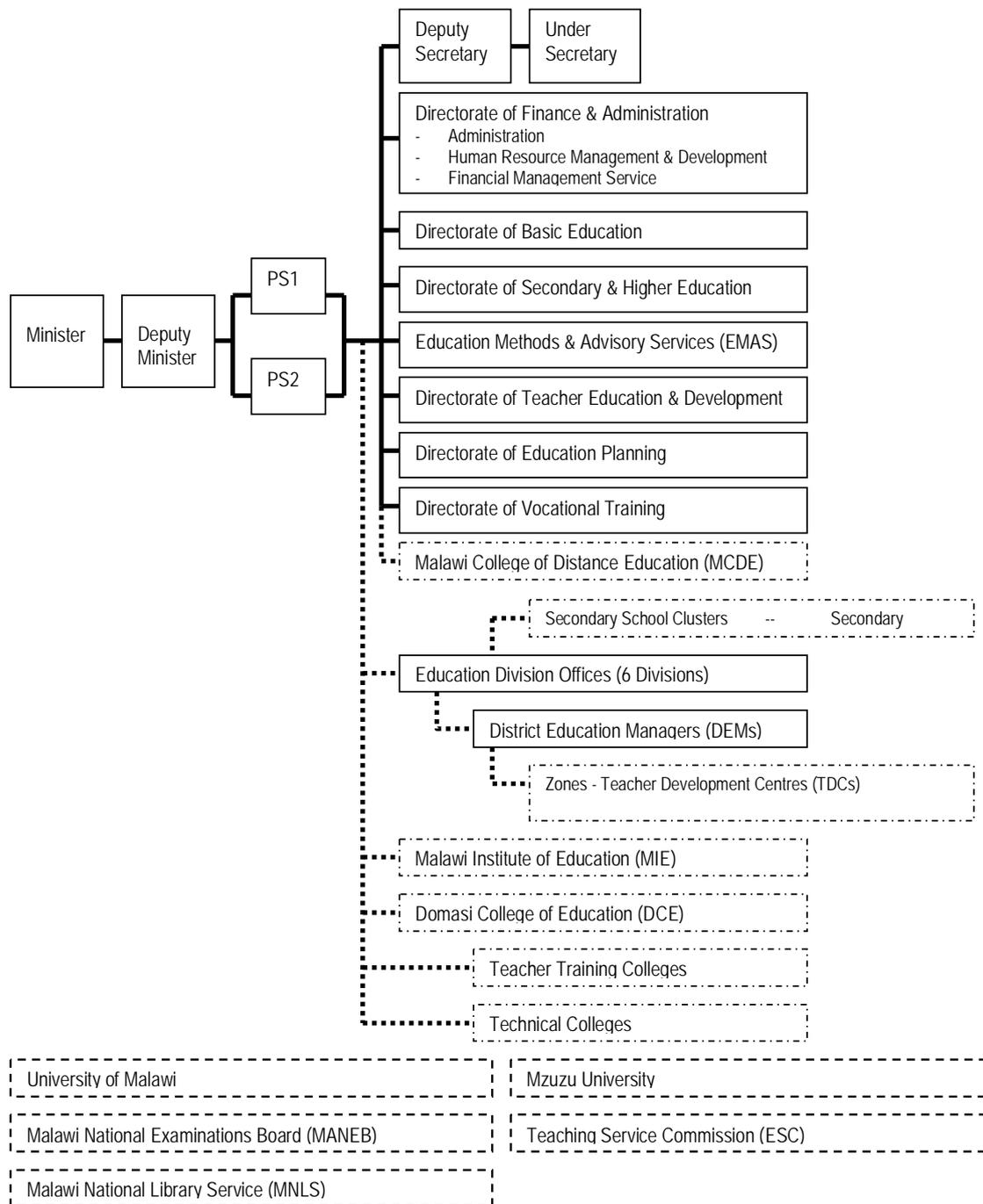
(Source: MoEST, 2009b)

3-2 Education System in Malawi



(Source: JICA, 2011)

3-3 Organization Chart of MoEST (2009)



(Source: JICA, 2011)

3-4 Major Roles and Responsibilities of Major Directorates/Agencies of MoEST

Organization	Responsibility
Directorate of Education Planning	<ul style="list-style-type: none"> - Carrying out annual census in order to publish basic statistics in education, - Comparing budgeted expenditure with actual expenditure on a monthly basis in collaboration with Ministry of Finance, - Coordinating data collected by divisional planners into a quarterly report, - Hosting annual education sector reviews to check and inform on the achievement of annual targets, - Documenting all research, monitoring and evaluation reports, - Carrying out mandatory monitoring of project-specific milestones for compliance with funding partners' demands, - Monitoring performance of policies in the education sector, - Holding consultation meetings with funding partners and consultants to monitor the development of instruments to guide practice.
Directorate of Basic Education	<ul style="list-style-type: none"> - Registering teachers for primary school teaching to manage teacher quality, - Improving classroom practice in collaboration with PEAs, - Improving school management practices such as record keeping in primary schools, - Improving the status of teaching and learning materials such as textbooks, - Action research.
Directorate of Secondary Education	<ul style="list-style-type: none"> - Collecting data on secondary education, such as staff establishment and quality of teaching and learning through supervision and inspection visits, - Management of special projects, - Monitoring the administration of MANEB examinations. - Action research.
Directorate of Teacher Education and Development (DTED)	<ul style="list-style-type: none"> - Quality assurance through assessment of teaching practice and performance in written tests, - Action research on fundamentals of teaching and learning.
Directorate and Vocational Training	<ul style="list-style-type: none"> - Collecting data on technical education such as staff establishment and quality of teaching and learning through supervision and inspection visits, - Management of special projects, - Action research on technical and vocational training.
Directorate of Inspection and Advisory Services (DIAS)	<ul style="list-style-type: none"> - Supervision and inspection of teaching and learning processes at primary and secondary schools using various instruments together with divisional EMAS officers, - Inspecting schools to check on their eligibility for registration, - Checking on the quality of vocational and technical education in technical colleges, - Curriculum development and assessment, - Research on teaching and learning.
Directorate of Finance and Administration	<ul style="list-style-type: none"> - Working with divisional planners to control actual monthly expenditure based on funds emanating from treasury, - Monitoring all ESIP project expenditures.
Malawi Institute of Education (MIE)	<ul style="list-style-type: none"> - Developing and reviewing curricula for primary and secondary schools, - Producing an approved textbooks list for the developed curricula and carrying out teaching and learning materials evaluations as needed, - Carrying out teacher INSET on new curricular developments and monitoring translation of INSET exposure into classroom practice by monitoring teacher performance.
Malawi National Examination Board = MANEB	<ul style="list-style-type: none"> - Assessing students through terminal examinations (at the end of Standard 8, Form 2 and Form 4), - Collaborating on project-specific studies, such as those to measure achievement of pupils as demanded by ESSUP, - Developing assessment materials for the system.

(Source: MoEST, 2009b, JICA, 2011)

Chapter 4

4-1 Transition of School Age (age 6 to 13) Population (2006-2011) based on 2008 Population and Housing Census Results (persons)

	2009	2010	2011
Male	1,472,933	1,524,438	1,575,847
Female	1,526,166	1,575,775	1,624,714
Total	2,999,099	3,100,213	3,200,561

(Source: MoEST, 2011)

4-2 Transition of School Age (age 6 to 13) Population (2000-2011) based on the Data from UNESCO Institute for Statistics (UIS) (persons)

	2000	2001	2002	2003	2004	2005
Pre-Primary Age (Age 3 to 5)	1,145,139	1,172,520	1,196,293	1,218,737	1,243,898	1,272,768
Primary Age (Age 6 to 13)	1,940,652	2,012,064	2,078,360	2,138,161	2,190,840	2,237,603
Secondary Age (Age 14 to 17)	1,514,030	1,574,843	1,639,633	1,706,173	1,775,997	1,848,202
Total Population	11,228,756	11,529,337	11,833,102	12,144,945	12,472,794	12,822,587
School Age Population (basic education including primary and pre-school education) to Total Population (%)	27.5%	27.6%	27.7%	27.6%	27.5%	27.4%
	2006	2007	2008	2009	2010	2011
Pre-Primary Age (Age 3 to 5)	1,306,878	1,343,148	1,382,589	1,426,670	1,476,036	1,537,323
Primary Age (Age 6 to 13)	2,291,107	2,346,631	2,403,647	2,462,050	2,522,561	2,592,738
Secondary Age (Age 14 to 17)	1,914,284	1,977,568	2,038,677	2,098,045	2,154,870	2,204,197
Total Population	13,195,329	13,589,404	14,005,113	14,442,290	14,901,000	NA*
School Age Population (basic education including primary and pre-school education) to Total Population (%)	27.3%	27.2%	27.0%	26.9%	26.8%	NA

(Source: School Age Population : UNESCO Institute for Statistics (UIS), Total Population: UN World Population Projects)

Note: NA = Not Available

4-3 Transition of Number of Primary and Secondary Schools (2006- 2011) (number)

	Primary School			Secondary School		
	Public	Private	Total	Public	Private	Total
2006	5,041	190	5,231	788	318	1,106
2007	5,086	221	5,307	715	334	1,049
2008	5,118	343	5,461	788	372	1,160
2009	5,106	298	5,404	842	285	1,127
2010	5,191	201	5,392	860	185	1,045
2011	5,225	170	5,395	847	194	1,041

(Source: MoEST, 2011)

4-4 Number of Primary schools by Location and Proprietor (2011) (number, %)

	Location			Proprietor			
	Rural	Urban	Total	Government	Private	Religious Agency	Total
Primary School	5,098	297	5,395	2,055	170	3,170	5,395
% of Total	94.5%	5.5%	100.0%	38.1%	3.2%	58.8%	100.0%

(Source: MoEST, 2011)

4-5 Share of Schools and Pupils according to the Number of Standards Supplied (2006, 2007) (%)

	2006		2007	
	% of Primary Schools	% of pupils	% of Primary Schools	% of pupils
1 Standard only	0.2	0.0	0.1	0.0
2 Standards	1.8	0.4	1.5	0.4
3 Standards	2.3	0.7	2.5	0.7
4 Standards	7.1	2.9	7.2	2.9
5 Standards	7.9	3.8	8.3	4.1
6 Standards	6.8	3.9	6.4	3.8
7 Standards	5.8	3.8	6.3	4.0
Total Incomplete Schools	31.9	15.5	32.3	16.0
8 standards	68.1	84.5	67.7	84.0
Total	100.0	100.0	100.0	100.0

(Source: WB, 2010)

4-6 Primary School Enrollment by Gender (2006 – 2010) (persons)

	2006	2007	2008	2009	2010	2011
Male	1,638,884	1,653,894	1,808,288	1,829,464	1,925,719	2,000,509
Female	1,641,830	1,653,032	1,794,483	1,842,017	1,942,924	2,033,711
Total	3,280,714	3,306,926	3,602,771	3,671,481	3,868,643	4,034,220

(Source: MoEST, 2011)

4-7 Primary School Enrollment by Location and Proprietor (2011) (persons)

	Location			Proprietor			
	Rural	Urban	Total	Government	Private	Religious Body	Total
Male	1,793,328	207,181	2,000,509	743,684	18,634	1,238,191	2,000,509
Female	1,820,355	213,356	2,033,711	750,823	18,755	1,264,133	2,033,711
Total	3,613,683	420,537	4,034,220	1,494,507	37,389	2,502,324	4,034,220
% of Total	89.6%	10.4%	100.0%	37.1%	0.9%	62.0%	100.0%

(Source: MoEST, 2011)

4-8 Number of Primary Schools and Pupils by Education Division, Standard, and Gender (2011)

Education Division	School	Standard 1		Standard 1		Standard 3		Standard 4	
		Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	983	79,206	83,630	55,982	58,214	53,167	54,475	42,251	44,125
Central Western	1,147	116,614	122,578	88,193	91,597	83,585	86,488	65,152	66,803
Northern	1,293	58,489	58,301	46,008	46,966	44,245	44,605	41,386	40,470
Shire Highlands	533	61,216	65,144	48,086	49,207	44,749	46,134	35,605	36,167
Southern Eastern	793	80,996	84,497	60,196	61,947	54,312	54,955	40,373	41,507
Southern Western	646	57,068	57,713	43,491	47,752	42,976	42,915	36,980	36,819
Total	5,395	453,589	471,863	341,956	355,683	323,034	329,572	261,747	265,891

Education Division	Standard 5		Standard 6		Standard 7		Standard 8		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	32,794	33,789	25,061	25,881	20,660	20,936	19,108	17,512	328,229	338,562
Central Western	51,014	52,249	38,373	38,729	29,972	30,989	23,327	21,000	496,230	510,433
Northern	35,581	35,132	29,412	29,275	25,558	25,693	26,356	23,420	307,035	303,862
Shire Highlands	28,709	29,324	20,722	21,464	16,621	16,606	15,415	13,063	271,123	277,109
Southern Eastern	32,150	32,986	22,866	23,539	17,740	17,305	14,165	12,295	322,798	329,031
Southern Western	31,359	31,051	25,085	24,319	20,833	20,111	17,302	14,034	275,094	274,714
Total	211,607	214,531	161,519	163,207	131,384	131,640	115,673	101,324	2,000,509	2,033,711

(Source: MoEST, 2011)

4-9 Number of Secondary Schools and Students by Education Division, Form and Gender (2011)

Education Division	School	Form 1		Form 2		Form 3		Form 4	
		Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	140	4,729	3,942	5,737	5,051	4,478	3,308	4,689	3,182
Central Western	209	8,359	7,339	9,411	8,410	7,639	6,468	7,903	6,526
Northern	284	7,625	6,787	8,805	7,617	6,984	6,001	7,294	6,055
Shire Highlands	116	4,118	3,703	4,737	4,031	4,070	2,991	4,309	2,852
Southern Eastern	150	5,005	4,575	5,063	4,309	4,237	3,434	4,273	3,049
Southern Western	142	5,035	4,324	5,452	4,600	4,939	3,768	5,298	3,832
Total	1,041	34,871	30,670	39,205	34,018	32,347	25,970	33,766	25,496

(Source: MoEST, 2011)

4-10 Number of Secondary School Students by Age, Form, and Gender (2011)

Age	Form 1		Form 2		Form 3		Form 4		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
11	112	300	15	41	0	1	0	0	127	342
12	996	1,353	189	336	16	22	3	8	1,204	1,719
13	3,444	4,605	1,397	1,823	188	402	73	69	5,102	6,899
14	7,039	8,467	4,463	5,425	1,157	1,255	318	466	12,977	15,613
15	8,656	8,182	7,976	8,560	3,292	3,852	1,039	1,199	20,963	21,793
16	7,330	4,868	9,188	8,523	6,360	6,850	3,054	3,708	25,932	23,949
17	4,154	1,800	7,436	5,287	7,604	6,171	6,528	6,373	25,722	19,631
18	1,942	676	4,797	2,482	6,116	3,862	7,622	5,981	20,477	13,001
19	758	184	2,189	955	3,883	1,865	6,246	3,557	13,076	6,561
20	252	106	910	322	1,949	770	4,137	2,006	7,248	3,204
21	71	25	331	83	812	345	2,220	918	3,434	1,371
22	29	20	125	59	346	204	1,189	450	1,689	733
23	7	17	67	16	213	84	522	215	809	332
24	9	11	47	19	113	72	292	149	461	251
25	39	21	34	35	109	64	195	132	377	252
26	33	35	41	52	189	151	328	265	591	503
Total	34,871	30,670	39,205	34,018	32,347	25,970	33,766	25,496	140,189	116,154

(Source: MoEST, 2011)

4-11 Transition of Primary Gross and Net Enrollment Rates, Intake Rate (2005-2010) (%)

		2005	2006	2007	2008	2009	2010
Gross Enrollment Rate	Male	126.6	125.8	123.3	131.3	130.1	133.0
	Female	129.8	130.3	127.6	134.8	133.9	138.0
	Total	128.2	128.0	125.4	133.0	132.0	135.5
Net Enrollment Rate	Male	94.6	93.6	90.4	93.7	94.4	
	Female	99.3	99.3	97.0	99.4	99.4	
	Total	96.9	96.4	93.7	96.5	96.9	
Gross Intake Rate	Male	156.6	156.9	147.7	151.1	148.3	149.7
	Female	168.5	168.4	157.7	158.9	157.0	158.6
	Total	162.5	162.6	152.6	155.0	152.6	154.1
Net Intake Rate	Male		64.5	72.4	74.9	77.5	78.5
	Female		70.2	78.3	80.3	81.9	82.8
	Total		67.3	75.3	77.6	79.7	80.6

(Source: UNESCO, 2012)

4-12 Transition of Secondary Gross Enrollment Rates (2005-2010) (%)

			2005	2006	2007	2008	2009	2010
Lower Secondary Education	Gross Enrollment Rate	Male	37.5	38.1	38.2	40.9	41.0	41.2
		Female	31.5	33.5	33.1	36.1	37.4	38.8
		Total	34.5	35.8	35.7	38.6	39.2	40.0
Upper Secondary Education	Gross Enrollment Rate	Male	15.5	18.4	16.9	17.8	18.2	17.3
		Female	10.7	12.5	11.4	12.2	12.8	12.9
		Total	13.1	15.4	14.2	15.0	15.5	15.1

(Source: UNESCO, 2012)

4-13 Primary Progress, Repetition, Dropout, and Survival Rates to Standard 4 (2005-2010) (%)

	2005	2006	2007	2008	2009
Progress Rate					68.5
Repetition Rate	19.5	19.4	20.3	17.6	18.8
Dropout Rate	14.2	14.3	7.1	12.8	9.5
Survival Rate to Standard 4	50.6	48.9	73.5	58.3	66.7

(Source: EPDC, 2012)

4-14 Primary Progress Rates by Standard, Gender, and Education Division (2011) (%)

Education Division	Standard 1		Standard 2		Standard 3		Standard 4	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	57.00	58.36	74.96	74.02	66.89	69.14	71.38	72.04
Central Western	63.24	63.11	74.63	74.39	65.79	67.26	68.81	68.36
Northern	64.71	67.30	75.57	76.33	73.45	76.01	73.38	75.09
Shire Highlands	58.83	57.36	72.54	71.98	66.77	64.56	70.81	70.74
Southern Eastern	60.72	62.13	70.79	72.98	65.75	67.25	70.29	71.11
Southern Western	62.8	64.2	74.9	74.4	73.5	71.4	73.1	74.5
Total (Male/Female)	61.2	62.1	73.9	74.0	68.5	69.3	71.3	72.0
Total	61.6		74.0		68.9		71.6	
Education Division	Standard 5		Standard 6		Standard 7		Standard 8	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	72.52	72.55	77.96	75.01	77.09	70.77	76.09	69.77
Central Western	69.50	67.67	73.73	72.96	75.32	68.63	74.32	67.63
Northern	75.25	78.13	77.24	78.67	76.07	74.46	75.07	73.46
Shire Highlands	70.70	70.72	75.45	74.66	81.03	71.28	80.03	70.28
Southern Eastern	68.12	68.33	75.10	71.16	73.33	68.70	72.33	67.70
Southern Western	73.2	72.8	77.9	76.2	76.5	71.7	75.5	70.7
Total (Male/Female)	71.6	71.7	76.2	74.8	76.6	70.9	75.6	69.9
Total	71.6		75.5		73.7		72.7	

(Source: MoEST, 2011)

4-15 Primary Repetition Rates by Standard, Gender, and Education Division (2011) (%)

Education Division	Standard 1		Standard 2		Standard 3		Standard 4	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	26.24	26.34	22.80	21.82	22.88	21.82	19.81	19.54
Central Western	23.40	23.35	19.22	19.55	19.99	19.92	17.53	16.42
Northern	25.82	23.16	19.84	18.80	21.80	20.23	19.69	17.23
Shire Highlands	24.08	25.80	20.57	21.84	23.04	23.09	18.38	19.01
Southern Eastern	25.07	25.34	21.85	22.47	23.83	22.99	19.51	19.15
Southern Western	23.93	23.19	21.61	20.53	21.34	20.77	18.12	17.67
Total (Male/Female)	24.87	24.53	20.98	20.83	22.15	21.47	18.84	18.17
Total	24.70		20.91		21.81		18.51	
Education Division	Standard 5		Standard 6		Standard 7		Standard 8	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	16.44	15.75	13.66	14.07	13.19	13.86	24.82	23.39
Central Western	16.09	15.67	15.24	13.68	12.28	12.77	11.24	10.52
Northern	17.38	16.46	16.06	14.73	18.06	16.92	26.86	24.47
Shire Highlands	17.72	18.43	13.59	14.33	12.55	13.43	20.45	18.12
Southern Eastern	19.58	18.12	16.52	15.98	13.86	14.59	13.80	14.72
Southern Western	17.53	16.76	15.18	14.59	13.86	12.62	16.37	15.31
Total (Male/Female)	17.46	16.87	15.04	14.56	13.97	14.03	18.92	17.76
Total	17.16		14.80		14.00		18.34	

(Source: MoEST, 2011)

4-16 Number of Secondary Repeaters by Form and Gender (2011) (%)

	Form 1		Form 2		Form 3		Form 4		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Total	272	247	2,075	2,880	1,374	1,252	3,006	2,501	6,727	6,880

(Source: MoEST, 2011)

4-17 Primary Dropout Rates by Standard, Gender, and Education Division (2011) (%)

Education Division	Standard 1		Standard 2		Standard 3		Standard 4	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	16.06	15.30	2.24	4.16	10.23	9.04	8.81	8.42
Central Western	13.36	13.54	6.15	6.06	14.22	12.82	13.66	15.23
Northern	9.47	9.55	4.59	4.88	4.75	3.75	6.94	7.67
Shire Highlands	17.10	16.84	6.89	6.18	10.19	12.35	10.81	10.25
Southern Eastern	16.02	14.32	8.02	6.22	11.45	10.89	11.76	11.26
Southern Western	13.27	23.65	3.45	5.05	6.13	7.87	8.78	7.85
Total (Male/Female)	14.21	13.70	5.22	5.42	9.49	9.45	10.13	10.11
Total	13.96		5.32		9.47		10.12	
Education Division	Standard 5		Standard 6		Standard 7		Standard 8	
	Male	Female	Male	Female	Male	Female	Male	Female
Central Eastern	11.04	11.70	8.38	10.92	9.72	15.37	10.72	16.37
Central Western	1.42	16.66	11.03	13.36	12.40	18.60	13.40	19.60
Northern	7.38	5.41	6.71	6.60	5.88	8.62	6.88	9.62
Shire Highlands	11.58	10.86	10.96	11.01	6.42	15.29	7.42	16.29
Southern Eastern	12.95	14.29	9.20	13.31	12.40	16.32	13.40	17.32
Southern Western	9.24	10.44	6.87	9.17	9.59	15.69	10.59	16.69
Total (Male/Female)	11.10	11.56	8.86	10.73	9.40	14.98	10.40	15.98
Total	11.33		9.79		12.19		13.19	

(Source: MoEST, 2011)

4-18 Number of Secondary Dropouts by Form and Gender (2011)

	Form 1		Form 2		Form 3		Form 4		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Total	2,123	2,677	1,710	2,572	1,510	1,773	1,132	1,371	6,475	8,393

(Source: MoEST, 2011)

4-19 Number of Primary Dropouts by Reason, Standard and Gender (2011)

Education Division	Standard 1		Standard 2		Standard 3		Standard 4	
	Male	Female	Male	Female	Male	Female	Male	Female
Family Responsibilities	8,385	8,679	5,272	5,621	4,600	4,713	3,546	3,802
Pregnancy	0	0	0	7	1	27	2	122
Marriage	34	16	10	20	34	112	67	558
Fee	80	83	65	67	68	67	78	75
Employment	425	277	521	372	890	639	917	622
Sickness	1,060	1,026	581	532	404	429	329	339
Poor Facility	775	775	538	509	420	464	331	329
Availability of Teacher	407	406	209	223	177	136	168	182
Long Distance	4,068	4,001	1,604	1,660	716	696	431	409
Violence	173	150	87	88	70	70	58	63
Other Reason	10,674	10,243	6,290	5,743	5,267	4,800	3,932	3,482
Total	26,081	25,656	15,177	14,842	12,647	12,153	9,859	9,983

Education Division	Standard 5		Standard 6		Standard 7		Standard 8		Total
	Male	Female	Male	Female	Male	Female	Male	Female	
Family Responsibilities	2,777	2,918	1,802	1,856	1,492	1,478	1,308	1,019	59,268
Pregnancy	12	471	20	1,009	34	1,409	57	1,507	4,678
Marriage	153	1,323	231	2,028	436	2,458	559	2,540	10,579
Fee	72	100	71	74	60	66	63	74	1,163
Employment	877	524	672	376	497	236	412	145	8,402
Sickness	205	213	137	151	100	113	103	93	5,815
Poor Facility	214	284	136	173	116	116	101	104	5,385
Availability of Teacher	134	138	106	75	55	69	53	38	2,576
Long Distance	264	274	217	202	174	175	104	88	15,083
Violence	51	35	29	26	37	28	34	11	1,010
Other Reason	2,991	2,744	2,177	1,913	1,657	1,288	1,208	897	65,306
Total	7,750	9,024	5,598	7,883	4,658	7,436	4,002	6,516	179,265

(Source: MoEST, 2011)

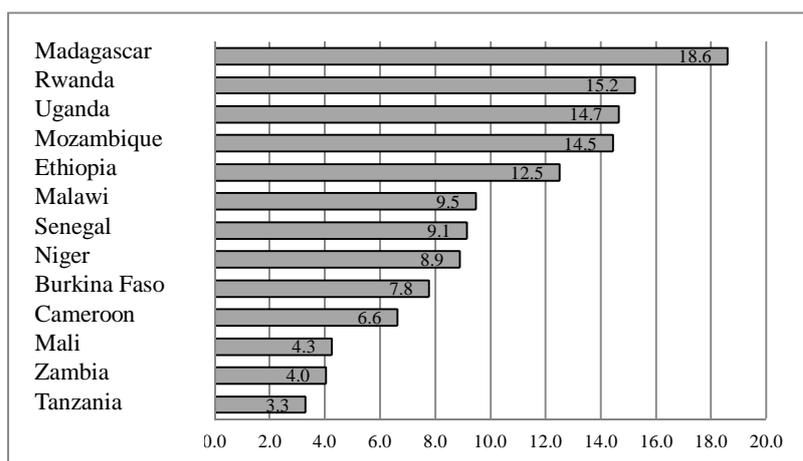
4-20 Number of Secondary Dropouts by Reason, Education Division and Gender (2011)

Education division	Central Eastern		Central Western		Northern		Shire Highlands	
	Male	Female	Male	Female	Male	Female	Male	Female
Availability of Teacher	71	76	4	6	123	117	14	3
Employment	33	20	23	14	25	13	17	5
Family Responsibilities	71	103	98	125	114	134	36	49
Fee	638	545	815	757	693	604	360	241
Long Distance	31	50	95	140	163	168	24	35
Marriage	79	212	108	235	112	433	66	201
Other Reason	184	187	189	182	341	269	113	82
Poor Facility	53	54	32	27	80	69	2	3
Pregnancy	10	190	44	445	29	299	6	360
Sickness	30	43	25	26	32	33	16	11
Violence	20	26	30	23	101	25	3	0
Total	1,220	1,506	1,463	1,980	1,813	2,164	657	990

Education division	Southern Eastern		Southern Western		Total	
	Male	Female	Male	Female	Male	Female
Availability of Teacher	0	3	16	8	228	213
Employment	25	9	12	6	135	67
Family Responsibilities	37	52	12	11	368	474
Fee	383	270	285	197	3,174	2,614
Long Distance	35	50	18	28	366	471
Marriage	66	157	19	93	450	1,331
Other Reason	151	121	154	103	1,132	944
Poor Facility	15	11	19	13	201	177
Pregnancy	10	320	8	238	107	1,852
Sickness	7	24	20	26	130	163
Violence	18	9	12	4	184	87
Total	747	1,026	575	727	6,475	8,393

(Source: MoEST, 2011)

4-21 Comparison of Primary Dropout Rate of Malawi and Sub-Saharan Africa Countries (2009) (%)



(Source: Developed by EPDC in reference to the UNESCO (UIS) data.)

4-22 Primary Survival Rate to Standard 5 and 8 by Gender (2006-2011) (%)

	to Standard 5			to Standard 8		
	Male	Female	Total	Male	Female	Total
2006	53.3	52.9	53.0	31.9	27.2	29.6
2007	53.6	50.7	51.8	34.9	26.1	30.2
2008	78.0	73.6	76.2	58.7	49.9	52.1
2009	62.7	65.2	62.7	41.1	37.9	38.8
2010	74.7	72.0	73.5	53.1	45.0	48.8
2011	75.4	74.8	75.0	53.8	47.2	49.7

(Source: MoEST, 2011)

4-23 Transition of Gender Parity Indexes at Different Education Levels (2000-2007) (%)

	Primary Education			Secondary Education			Highly Education	Adult literacy education
	Standard 1-4	Standard 5-8	Standard 1-8	Form 2-3	Form 3-4	Form 1-4		
2000	1.00	0.82	0.94	0.69	0.65	0.67	0.34	6.43
2001	1.00	0.83	0.95	0.74	0.67	0.71	0.33	5.94
2002	1.01	0.90	0.97	0.77	0.70	0.74	0.36	5.39
2003	1.01	0.93	0.99	0.81	0.67	0.75	0.42	5.40
2004	1.04	0.92	1.01	0.81	0.69	0.76	0.45	6.55
2005	1.04	0.94	1.01	0.80	0.68	0.75	0.44	5.67
2006	1.04	0.96	1.02	0.88	0.67	0.79	0.41	5.51
2007	1.04	0.96	1.02	0.85	0.67	0.77	0.50	--

(Source: WB, 2010)

4-24 Number of Orphans* by Education Division, Standard and Gender (2010/2011)

Education Division	Standard 1		Standard 2		Standard 3		Standard 4		
	Male	Female	Male	Female	Male	Female	Male	Female	
Central Eastern	5,370	5,269	4,348	4,154	4,550	4,540	4,155	4,123	
Central Western	7,026	6,940	6,352	6,131	6,807	6,835	6,171	6,160	
Northern	4,258	3,982	3,972	3,778	4,441	4,259	4,563	4,256	
Shire Highlands	6,074	5,930	5,516	5,497	6,135	6,017	5,770	6,016	
Southern Eastern	7,148	6,808	5,880	5,786	5,992	6,040	5,253	5,304	
Southern Western	5,256	4,993	4,621	4,560	5,087	4,852	4,937	4,637	
Total (Male/Female)	35,132	33,922	30,689	29,906	33,012	32,543	30,849	30,496	
Total	69,054		60,595		65,555		61,345		
Education Division	Standard 5		Standard 6		Standard 7		Standard 8		Total
	Male	Female	Male	Female	Male	Female	Male	Female	
Central Eastern	3,725	3,670	3,142	2,968	2,930	2,613	2,706	2,313	60,576
Central Western	5,499	5,502	4,634	4,371	3,946	3,921	3,518	3,045	86,858
Northern	4,579	4,305	4,191	3,951	3,979	3,886	4,541	3,801	66,742
Shire Highlands	5,757	5,702	4,988	4,534	4,281	3,813	4,206	3,340	83,576
Southern Eastern	4,878	4,890	3,876	3,885	3,352	3,155	2,888	2,585	77,720
Southern Western	4,673	4,535	4,088	3,812	3,565	3,260	3,358	2,716	68,950
Total (Male/Female)	29,111	28,604	24,919	23,521	22,053	20,648	21,217	17,800	444,422
Total	57,715		48,440		42,701		39,017		444,422

Note: Including single orphan (single parent died) and double orphan (both parents died).

(Source: MoEST, 2011)

4-25 Transition of Number of PSLCE Candidates and Pass Rate (2006-2011) (Number, %)

	Candidates			Passed			Pass Rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2006	83,873	63,740	147,613	65,853	43,948	109,801	78.52	68.95	74.38
2007	91,655	69,912	161,567	69,563	46,107	115,670	75.9	65.95	71.59
2008	107,331	84,886	192,217	80,423	53,206	133,629	74.93	62.68	59.52
2009	111,429	89,626	201,055	82,426	55,421	137,847	73.97	61.84	68.56
2010	/	/	/	/	/	/	/	/	/
2011	111,419	94,320	205,739	83,386	58,250	141,636	74.85	61.76	68.85

Note: MoEST EMIS Section had not received PSLCE 2010 data from MANAB. Study team has been asking MANAB for those data.

(Source: MoEST, 2011)

4-26 Transition of Number of JCE Candidates and Pass Rate (2006-2011) (Number, %)

	Candidates			Passed			Pass Rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2006	48,143	38,123	86,266	31,434	16,952	48,386	65.29	44.47	56.09
2007	59,944	49,943	109,887	34,691	20,482	55,173	57.87	41.01	50.21
2008	63,728	56,608	120,336	33,808	20,859	54,667	53.05	36.85	45.43
2009	60,834	54,816	115,650	42,486	29,844	72,330	69.84	54.44	62.54
2010	62,895	55,681	118,576	41,229	30,500	71,729	65.55	54.80	60.50
2011	65,403	55,265	120,668	47,932	32,226	80,158	73.29	58.31	66.43

(Source: MoEST, 2011)

4-27 Transition of Number of MSCE Candidates and Pass Rate (2006-2011) (Number, %)

	Candidates			Passed			Pass Rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2006	45,922	32,602	78,524	20,735	9,775	30,510	45.15	29.98	38.85
2007	69,497	48,067	117,564	20,396	9,288	29,684	29.35	19.32	25.25
2008	66,846	47,419	114,265	24,706	12,647	37,353	36.96	26.67	32.69
2009	100,706	74,609	175,315	43,942	23,075	67,017	43.63	30.93	38.23
2010	39,842	28,800	68,642	23,017	13,604	36,621	57.77	46.48	52.99
2011	58,745	43,943	102,688	34,912	21,334	56,246	59.43	48.55	54.77

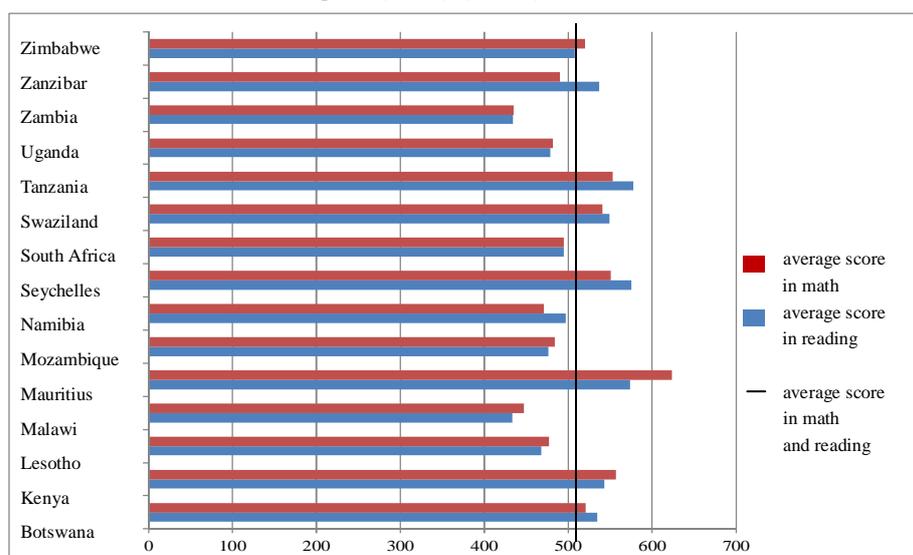
(Source: MoEST, 2011)

4-28 Score of SACMEQ II and III, 2000 and 2007 (Score)

Countries	SACMEQ II (2000)		SACMEQ III (2007)	
	Reading Score	Math Score	Reading Score	Math Score
Botswana	521	513	534.6	520.5
Kenya	546	563	543.1	557.0
Lesotho	451	447	467.9	476.9
Malawi	429	433	433.5	447.0
Mauritius	536	584	573.5	623.3
Mozambique	517	530	476.0	483.8
Namibia	449	431	496.9	471.0
Seychelles	582	554	575.1	550.7
South Africa	492	486	494.9	494.8
Swaziland	530	516	549.4	540.8
Tanzania	546	522	577.8	552.7
Uganda	482	506	478.7	481.9
Zambia	440	435	434.4	435.2
Zanzibar	478	478	536.8	489.9
Zimbabwe			507.7	519.8
All Countries	500	500	512.0	509.7

(Source: SACMEQ website)

4-29 Score of SACMEQ III (2007) (Score)



(Source: SACMEQ website)

4-30 Average Score of SACMEQ III by Education Division and Percentage of Candidates at each Achievement Level (Score, %)

	Average Score	% of Candidates at Each Achievement Level (from Lower Level 1 to Upper Level 8)							
	Reading	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Level 7	Level 8
Central Eastern	430.0	11.9	29.0	31.1	21.3	4.9	1.4	0.3	0.0
Central Western	435.5	8.5	25.8	36.8	22.5	5.1	0.6	0.6	0.0
Northern	439.7	9.0	24.4	39.0	17.8	5.4	2.8	1.5	0.2
Shire Highlands	433.2	8.3	29.3	36.7	18.2	4.9	1.6	0.0	0.0
Southern Eastern	427.1	14.5	26.2	35.1	19.0	3.1	2.1	0.0	0.0
Southern Western	431.5	6.9	28.6	40.7	18.6	4.7	0.3	0.3	0.0
National	433.5	9.7	26.9	36.7	19.9	4.8	1.4	0.6	0.0
	Math	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Level 7	Level 8
Central Eastern	449.4	8.8	48.2	33.0	8.1	1.7	0.3	0.0	0.0
Central Western	448.9	9.2	48.2	33.5	8.2	0.8	0.1	0.0	0.0
Northern	448.4	10.5	51.0	27.1	6.2	3.5	1.6	0.2	0.0
Shire Highlands	447.3	6.2	54.7	32.1	5.8	1.0	0.3	0.0	0.0
Southern Eastern	442.8	7.5	55.3	32.1	4.9	0.2	0.0	0.0	0.0
Southern Western	442.8	8.0	53.8	33.1	4.9	0.3	0.0	0.0	0.0
National	447.0	8.6	51.3	31.8	6.6	1.3	0.4	0.0	0.0

(Source: SACMEQ, 2010)

4-31 Pupil Classroom Ratio in All Primary Schools (2006-2011) (Number)

	Pupil Classroom Ratio
2006	107
2007	104
2008	117
2009	116
2010	101
2011	105

(Source: MoEST, 2011)

4-32 Pupil Classroom Ratio in All Primary Schools by Location and Proprietor (2011)

(Number)

Education Division	Location			Proprietor			
	Rural	Urban	Total	Government	Private	Religious Agency	Total
Central Eastern	102	105	103	106	32	102	103
Central Western	122	132	123	129	31	124	123
Northern	69	113	72	67	31	76	72
Shire Highlands	118	72	118	125	40	117	118
Southern Eastern	116	110	115	112	33	121	115
Southern Western	109	127	113	120	23	120	113
National	103	123	105	108	30	108	105

(Source: MoEST, 2011)

4-33 Number of Primary Schools, Pupils, Classrooms, and Teachers by Shift (2011)

(Number, %)

	Education Division	Overlapping-shift	Double-shift	Single-shift	Total
Primary Schools (Number)	Central Eastern	99	93	791	983
	Central Western	27	44	1,076	1,147
	Northern	449	160	684	1,293
	Shire Highlands	8	32	493	533
	Southern Eastern	13	92	688	793
	Southern Western	28	68	550	646
	Total	624	489	4,282	5,395
	% of National	11.6%	9.1%	79.4%	100.0%
Pupils (Number)	Central Eastern	54,860	63,999	547,932	666,791
	Central Western	60,252	56,957	889,454	1,006,663
	Northern	175,446	74,397	361,054	610,897
	Shire Highlands	12,192	41,024	495,016	548,232
	Southern Eastern	15,214	90,856	545,759	651,829
	Southern Western	72,763	66,383	410,662	549,808
	Total	390,727	393,616	3,249,877	4,034,220
	% of National	9.7%	9.8%	80.6%	100.0%
Teachers (Number)	Central Eastern	638	616	7,045	8,299
	Central Western	756	694	11,847	13,297
	Northern	2,381	1,032	5,730	9,143
	Shire Highlands	144	398	6,299	6,841
	Southern Eastern	211	954	6,699	7,864
	Southern Western	933	761	5,893	7,587
	Total	5,063	4,455	43,513	53,031
	% of National	9.5%	8.4%	82.1%	100.0%

(Source: MoEST, 2011)

4-34 Number of Schools Introducing Shift System (2005-2011)

	Overlapping-shift	Double-shift	Single-shift	Total
2004	713	4,390	0	5103
2005	737	4,422	0	5159
2006	745	4,486	0	5231
2007	779	4,528	0	5307
2008	863	4,598	0	5461
2009	700	4,601	153	5454
2010	663	4,456	273	5392
2011	624	4,282	489	5395

(Source: MoEST, 2005-2011)

4-35 Book Allocation by Standards in Government-Aided Schools (2007)

		Standard 1	Standard 2	Standard 3	Standard 4	Standard 5	Standard 6	Standard 7	Standard 8
Chichewa	Books /Pupils	0.05	0.5	0.4	0.4	0.4	0.5	0.6	0.7
	Pupil-Book Ratio	18.3:1	2.1:1	2.6:1	2.4:1	2.2:1	1.9:1	1.7:1	1.5:1
	% Pupils without Book	94	52	62	58	54	49	43	32
	% of Schools with Less than 1 Book for 2 Pupils	95	45	39	46	52	61	68	75
English	Books /Pupils	0.06	0.5	0.4	0.4	0.5	0.5	0.6	0.7
	Pupil-Book Ratio	17.4:1	1.9:1	2.4:1	2.3:1	2.2:1	1.9:1	1.6:1	1.4:1
	% Pupils without Book	94	46	58	56	54	46	37	28
	% of Schools with Less than 1 Book for 2 Pupils	95	51	41	47	51	59	68	74
Math	Books /Pupils	0.06	0.6	0.5	0.5	0.5	0.6	0.7	0.7
	Pupil-Book Ratio	17.2:1	1.6:1	2:1	2.1:1	2:1	1.7:1	1.5:1	1.4:1
	% Pupils without Book	94	30	51	52	49	40	34	29
	% of Schools with Less than 1 Book for 2 Pupils	95	58	47	49	55	65	70	75

(Source: WB, 2010, in reference to EMIS 2007)

4-36 Subjects of Each National Examination

PSLCE	JCE	MSCE
<ul style="list-style-type: none"> - English - Chichewa - Social Studies - Mathematics - Science - Art, Life skill 	<p>Compulsory subject</p> <ul style="list-style-type: none"> - English - Chichewa - Mathematics - Physical Chemistry - Environmental/Social Studies - Agriculture <p>Optional subject</p> <ul style="list-style-type: none"> - Biology - History - Geography - French - Domestic Science - Technical Drawing - Wood Work 	<p>Compulsory subject</p> <ul style="list-style-type: none"> - English - Chichewa - Mathematics - Biology - Physical Chemistry - Agriculture <p>Optional subject</p> <ul style="list-style-type: none"> - Social Studies - Geography - History - French - Accounting - Applied Mathematics - Science Technology - Domestic Science - Life skill - Art - Commerce - Wood Work - Sheet Metal - Computer

(Source: JICA, 2011)

4-37 Pupils Teacher Ratio in All Primary Schools (2006-2011) (Number)

	2006	2007	2008	2009	2010	2011
Pupil Teacher Ratio	76	78	78	81	80	76

(Source: MoEST, 2011)

4-38 Pupils Qualified Teacher Ratio in Primary Education by Education Division, Location, Proprietor (2011) (Number)

	Location			Proprietor			
	Rural	Urban	Total	Government	Private	Religious Agency	Total
Central Eastern	97	75	97	97	58	97	97
Central Western	95	66	89	80	98	95	88
Northern	85	64	83	78	49	87	83
Shire Highlands	99	93	99	101	169	98	99
Southern Eastern	102	60	97	85	67	104	97
Southern Western	96	78	91	92	70	90	91
Total	96	70	92	88	72	95	92

(Source: MoEST, 2011)

4-39 Reasons for Attrition among Government-Funded Primary Schools (2011) (%)

	Urban	Rural	Male	Female	Total
Total Attrition Rate (%)	3.8	3.2	3.5	2.9	3.2
Causes (%)					
Died	38.5	36.5	35.2	39.9	37.2
Dismissed	5.8	11.5	10.5	10.7	10.7
Prolonged Illness	11.5	6.1	5.8	9.3	7
Resigned	8.2	8.6	9.2	7.1	8.5
Retired	10.1	14.9	17.6	7.3	14.3
Transferred to an Non-Teaching Post	3.4	7.7	7.2	6.6	7
Reason not known/Other	22.5	14.7	14.5	19.1	15.3
Total	100	100	100	100	100

(Source: WB, 2010, in reference to EMIS 2007)

4-40 Number and Percentage of Teachers by Location and Gender (2011)

	Female		Male		Total	
	Number	%	Number	%	Number	%
Urban	718	21.8%	254	4.3%	972	10.6%
Rural	2,575	78.2%	5,596	95.7%	8,171	89.4%
Total	3,293	100.0%	5,850	100.0%	9,143	100.0%

(Source: MoEST, 2011)

4-41 Education Budget as a Percentage of Total Government Budget (2001/2002-2010/2011)

(million MK)

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
Total Government Budget	35,146	36,859	44,467	63,854	119,792	140,710	163,619	213,367	234,974	294,784
Total Education Budget (Incl. Districts and Subverted Organizations)	6,468	8,026	10,168	13,353	15,812	21,730	24,746	26,979	34,803	48,211
% of Budget Allocated to MoEST (incl. Districts and Subverted Organizations)	18.4%	21.8%	22.9%	20.9%	13.2%	15.4%	15.1%	12.6%	14.8%	16.4%

(Source: MoEST, 2011)

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