Government of the Republic of Malawi

MALAWI EDUCATION SECTOR ANALYSIS

Ministry of Education, Science, and Technology
Lilongwe, Malawi

2019

FOREWORD

The Education Sector Analysis (ESA) is a document chronicling the status of education in Malawi following the implementation of the National Education Sector Plan (NESP) from 2008 to 2017 and preceding the development of the 2020-2030 National Education Sector Investment Plan (NESIP). Cognisant of the role education plays in building the citizens' capacity intellectually, socially, economically and culturally, the Government of Malawi designated education as one of its key priority areas in third Malawi Growth and Development Strategy (MGDS III) for execution for a period of five years from 2017 to 2022. It is against this background that the Government of Malawi intends to implement evidence based interventions and put up some investments in education to accelerate performance of all the other sectors in Malawi, thereby achieving sustainable reductions in hunger, poverty, malnutrition, and ill-health in the enlightened society. The ESA produces such evidence as it outlines achievements in education, and highlights impediments to the performance of the sector which, if addressed, will enable the country to fulfil its aspirations in line with its international commitments such as Continental Education Strategy Agenda (CESA) (2016-2025), African Union Agenda 2063 (AU Agenda 2063) and the Sustainable Development Goals (SDGs) for a period from 2015 to 2030.

Malawi is faced with a high population growth, the 2018 National Census reported a total fertility rate of 4.17 and a growth rate of 2.9 percent which is high, resulting in unprecedented boom in the school going population. This has exerted enormous pressure on the existing education infrastructure, learning materials, and education human resources. Access to education services is therefore limited. In addition, our aspirations are that the quality of education has to be at par with international standards in an increasingly knowledge based world. This is a challenge and it will continue to be as such if there are no concerted and consolidated efforts amongst the education stakeholders.

It is a common sense that funds are limited. It is therefore imperative that the limited resources have to be allocated to high impact activities. The ESA therefore highlights priorities of the stakeholders in the Government, Non-Governmental Organizations, private institutions and Development Partners as well as learners themselves. The ESA contains the stakeholder reflections and expectations and it therefore builds a foundation for a sector wide NESIP, which will guide education interventions and investments in the coming decade, 2020-2030.

The Government of Malawi is keen to translate the 2016 National Education Policy (NEP) into investable plans in NESIP guided by the stakeholder experiences enshrined in the ESA. Therefore, I implore all stakeholders in the education sector, including related ministries, to use the ESA report so that in the future, the challenges highlighted presently should all be addressed and that access to, and quality of education in Malawi should be substantially improved.

Hon. Agnes NyaLonje
Minister of Education

ACKNOWLEDGEMENT

The formal process of development of the ESA commenced in April 2019, with a meeting of directors and other experts of the Ministry of Education, Science, and Technology (MoEST) and related ministries. This was followed by several months of field consultations by expert education teams assembled by the respective sub-sectors in the education system. An overview presentation with Development Partners was hosted by the Deutsche Gesellschaft fur Internationale Zusammenarbeit (GIZ) at the German Embassy. This highly participatory exercise was organised and managed by Dr. Rodwell S. Mzonde (the Director of Education Planning of the MoEST), with support from Mr. Edwin Kanyoma, Mrs Jean Chiona, and Mr. James Namfuko (Deputy Directors of Education Planning), Mrs. Loyce Fatch and Mr. Joy Hara (Chief Economists); Mr. John Chizonga and Mr. George Jimu (Principal Economists); Mr. Lanken Nkhata, Mrs Mwayi Meki, Mr. James Changadeya and Mr. Evance Kazembe (Planning Officers), Mr. Luka Nyirongo, (Education Planning, Monitoring and Evaluation Specialist). and Alice Ching'oma, (Education Advisor-DFID). The ESA was facilitated by a team of consultants comprising Dr. Augustine F. Kamlongera, Dr. Snyder, and Dr. Noel Kufaine. The ESA was funded by the European Union (technical assistance) and UNICEF through Education Services Joint Fund (ESJF) supporting field and support activities, and the Government of Malawi.

The MoEST would like to express gratitude to the following for participating in the ESA consultative exercise: Selected learners, Community Based Organizations, MoEST representatives at various levels, Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW) representatives, Ministry of Labour, Youth, Sports and Innovations (MoLYS&I) representatives, Ministry of Local Government and Rural Development (MoLGRD) representatives, learning institutions, Development Partners, civil society, private sector, faith based organisations and many others. The issues highlighted in this report were raised by the stakeholders in various consultative meetings across the nation and we are very thankful to you all for that.

Chikondano. C. Mussa
Secretary for Education

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1   INTRODUCTION

The 2019 Malawi Education Sector Analysis (ESA) report presents a comprehensive outline of the status of all sub-sectors in education in Malawi. The process of developing ESA involved country-wide consultations, in depth interviews and discussions with education practitioners, a review of the recent documentation and assessment of the Malawi Education System including analytical examination and detailed dialogue among the education system Technical Working Groups (TWGs). This was a first step in the development of a relevant and responsive National Education Sector Investment Plan (NESIP) for 2020-2030 period.

The education sector in Malawi is composed of a formal education system comprising primary, secondary and tertiary education, and a non-formal education system comprising early child development, out of school youth and adult literacy.

According to ESA, there are a number of challenges affecting the education sector in Malawi. Approximately, only 48% of children aged between 4 and 5 years attend Early Childhood Development (ECD) programs whose activities include reading, music, and art. Untrained volunteer caregivers provide teaching and care services to learners under ECD in Malawi. Institutionalization of ECD has not been formalized and the required infrastructure and learning materials are grossly inadequate.

ESA found that nearly 90% of all the school going age eligible children attend primary education. Repetition rate is high since it takes 13 years on average to graduate from the 8-year primary school program while dropouts last an average of 6.4 years in primary education (EMIS, 2018). With the high annual enrolment rate, attention of the education sector has centred on improving access to education with little concentration on improving quality, management and governance of primary education.

The youth who dropout of primary education, termed as "Out of School Youth", are offered an opportunity to access education services through Out of School Functional Literacy classes and Complimentary Basic Education (CBE). 2,389,008 children aged 6-17 have been identified as being out of school (NSO 2018). Between 2015 and 2018/19, there were 14,895 youth (all females) enrolled in the Out of School Functional Literacy classes aged 15 to 21 years in 3 districts, with 11,674 graduating from the classes. In the first half of 2019/20, 174 learning centres are operating in 9 districts, reaching about 6,000 learners. All the centres are operating in rural areas.

Through CBE approximately 56,450 learners are participating in CBE. Current CBE teaching content does not prepare learners for work but rather mirrors primary education. With regard to adult literacy program, there are 10,000 adult literacy centres across Malawi which are not active. Women comprise 90% of adult literacy programs and insignificant proportion of men participate in adult literacy. There is little advisory and supervisory service provision in the adult literacy program which consequently affects quality of adult learning. Teaching content for adult literacy in Malawi is also outdated.

The majority of learners fail to reach 40% mark in the national primary curriculum performance standards. Low quality education services inadequately prepare learners for life or career. Hence, only 38.4% of primary education graduates are absorbed in existing secondary schools. Availability of secondary school teachers is low and efforts to alleviate the shortage of secondary school teachers have resulted in engagement of unqualified teachers to teach in secondary schools. Unlike primary education, secondary education is not yet decentralized.

Primary School Teacher Training Colleges (TTCs) are inadequate. As of 2018, approximately 4,490 and 3,883 students are enrolling in public and private primary school TTCs, respectively. Teacher inspection and quality assurance is not adequately conducted in the schools across the country.

With regard to higher education, the current public higher education learner population is low, estimated at 36,000. There is limited research conducted by higher education institutions in Malawi. Teaching and learning resources are poor and inadequate in most higher education institutions. Accreditation and quality assurance mechanisms for higher education in Malawi are weak. On TEVET, enrolment rate in formal TEVET institutions in Malawi is 35 learners per 100,000 inhabitants. This is the lowest enrolment rate in Southern Africa. Enrolment in TEVET institutions is not gender sensitive with only 30% of total enrolment being female. Equipment and other teaching and learning resources are not adequate in TEVET institutions. Private sector involvement is also limited.

Education expenditure ranged from 14.8% to 18.2% of the total government expenditure from 2015 to 2019, and yet it still fell short to meet the education sector needs emanating from an annual enrolment growth rate ranging from 2% to 2.5%. The Government funding is supplemented by development partner funding which is mostly allocated to non-wage government expenditures and to other institutions such as NGOs.

The ESA Report has been organised into Sixteen Chapters including the Introductory Chapter. Chapter 2 of the ESA presents a synopsis of the country in the context of the education. Chapter 3 provides the legal and policy framework as well as a briefing on sector plans and analyses. It outlines regulations, requirements and aspirations for the education sector. There are gaps in availability of laws, policies and strategies especially for non-formal education. Chapter 3 also provides the rationale for this ESA which will form the basis for the 2020 to 2030 NESIP. Chapter 4 discusses education financing in Malawi outlining the sources and expenditure of funds on education. Chapter 5 summarises the arrangements for education governance and management in Malawi. Nursery, kindergarten, primary and adult education are decentralized to the district level in Malawi. Chapter 6 to Chapter 14 give the status of education subsectors in Malawi namely early childhood development, primary education, secondary education, teacher education, higher education, TEVET, out of school youth, and adult literacy, respectively. In Chapter 15, the ESA briefly outlines overall education quality, relevance and external efficiency situation in Malawi. Chapter 16 of the ESA concludes the report and makes recommendations for the next steps.

2   COUNTRY AND SECTOR CONTEXT

2.1   Overview

Malawi is a landlocked country bordered on the northwest by Zambia, on the north and northeast by Tanzania, and to the south, southeast and southwest by Mozambique. With a land area of 118,484 square kilometres and a population of slightly over 18 million, Malawi is one of Southern Africa's most densely populated countries. It has a young and growing population that is expected to reach 20 million by 2025 (NSO, 2018). In terms of religious affiliations, the people of Malawi belong to different categories, including Christianity (79.9 percent), Islam (12.8 percent), and traditional African religions (3 percent).

The Malawi economy is largely agro-based with majority small-scale farmers dependent on rain-fed agriculture. The increase in intensity and frequency of extreme weather events as a result of climate change has negatively impacted on the economy through reduced agricultural production and disruption of other climate-sensitive sectors. Malawi's economy has since 2000 faced uneven growth and greater reliance on its major export, tobacco. The country's reliance on tobacco places a heavy burden on the economy due to decline in world prices of tobacco and increased pressure by the international community to limit tobacco production and use in the world. The average real GDP growth rate over the past five years has been approximately 4.2%, which is comparable to that of its neighbours, Zambia and Tanzania.

2.2   The Education Sector

The education sector in Malawi comprises five sub-sectors, that is, Basic Education which consists of Early Childhood Development, Complementary Basic Education, Adult Literacy and Primary Education; Secondary Education; Teacher Education; Tertiary Education (Universities, Technical and Vocational Education); and cross cutting services[1]. The sector also has various forms of special provisions for disadvantaged and vulnerable children and youths, including those with Special Educational Needs (SEN) and orphans.

There are two major systems of education in Malawi that are in operation, namely formal and non-formal systems. Malawi' formal education system comprises 3 levels: Primary Education, Secondary Education and Higher Education. At the end of 8 years in Primary Education, a learner gets the Malawi Primary School Leaving Certificate of Education (PSLCE). Admission to 4 years of secondary education depends on successful performance at the PSLCE level. Examinations are given by an independent examinations organisation, the Malawi National Examinations Board (MANEB) at the end of the eight years of primary education and at the end of four years of secondary education, cumulatively at the end of twelve years of schooling at primary and secondary levels. These examinations serve as both assessments of curricular competence and selection of the learners to the next levels. After successful completion of the Malawi School Certificate of Education (MSCE), the learners have the options of joining the Teachers Training Colleges, TEVET institutions and any other universities (public and private) and their constituent

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[1]ESIP II 2013-2017

colleges to attain tertiary education. The main responsibility of the Formal Education system rests with the Ministry of Education Science and Technology (MoEST).

On the other hand, the non-formal education consists of the Early Child Development and Adult Education (under Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW)); Out of School Youth and Functional Literacy (Under Ministry of Youth and Sports) and Complementary Basic Education (Under MOEST). There is lack of enforcement of compulsory education; and promotion in primary schools is not automatic.

Tertiary and vocational and technical education is intended to complement basic and secondary school education in order to produce high quality professionals with deeper, relevant knowledge and skills to meet the demands of the economy. Teacher education (primary and secondary) is designed to support the basic and secondary demands for teachers of the classrooms, schools, and institutions, and serves to support the academic program accordingly. Vocational and technical education instructors come from the Polytechnic or the academically trained teachers from the teacher training institutions.

3   LEGAL AND POLICY FRAMEWORKS, SECTOR PLANS AND ANAYSES

3.1   Legal and policy frameworks

The Malawi National Policy Framework is guided by the 1993 Malawi Constitution in which education is a human right, the 2013 Education Policy, the National Education Act (2016) that provides for establishment, administration and management of primary and secondary education and teacher training colleges. Other acts guide the implementation of higher education institutions and technical and vocational training in Malawi.

Malawi recognises that education is the heart of the Sustainable Development Goals (SDGs) and African Union Agenda 2030 and education is essential for the success of all the other goals stipulated in the SDGs. Malawi, as a member of the African Union, is a signatory to the Continental Education Strategy Agenda (CESA 16-25). The African Union (AU) Heads of State and Government, during their Twenty-Sixth Ordinary Session on 31st January 2016 in Addis Ababa, adopted CESA 16-25 as a framework for transforming education and training systems in Africa.

Malawi has domesticated these global and continental initiatives through the third Malawi Growth and Development Strategy (MGDS III) running from 2017 to 2022, which is an overarching development agenda for the country. MDGS III is a 5 year rolling plan that highlights Key Priority Areas (KPAs) of the nation, so that all development initiatives are aligned to it. MGDS III identifies Education and Skills Development as one of its KPAs.

Malawi is undertaking several initiatives to address the issues advanced in the global, continental and national agendas. For instance, the education sector is allocated highest share of the national budget to implement various programmes, projects and activities in the education sector and develop necessary human capital for sustainable socio-economic development of the country.

Some achievements in legal and policy framework development in the education sector include:
- Approval of the Education Act (2013). This formalized the approval for the Malawi Institute of Education (curriculum and textbooks) and Teachers' Council of Malawi (teacher registration and credentials) as well as regulations and requirements for the education sector;
- The National Decentralisation Policy was adopted in October 1996 and approved by Cabinet in October 1998. This Supplemented the enactment of the Local Government Act (1998). The MoEST developed the Devolution guidelines on how to operationalise the National Decentralisation Policy in the Education Sector in 2008. The guidelines were then reviewed in 2014 and these led to the proposals to devolve Sector Wide Approach to local councils and outlined the roadmap to decentralisation of secondary schools;
- With the influence of the Free Primary Education (FPE) Policy and decentralization, the MoEST devolved its structures and functions through the creation of education districts and zones. The *Guidelines for the Management of Education Functions Devolved to District Councils* (June 2014) provided the details for the continuation of the decentralization process and improved the clarity and understanding of the operations and intended results;

- *Malawi Education Sector Capacity Development Strategy and Plan, Volume II: Detailed Strategy and Plan* (USAID, August 2010) was developed. This was followed with continuing participatory consultations from 2010 to 2013, resulting in detailed implementation targets in the *Capacity Development Strategy and Plan, 2013-2017*. The CDSP complemented the Education Sector Plan (ESIP) highlighting the capacity development needs in each subsector;
- *The National Education Policy* (2016) was based on *Vision 2020* and the *Malawi Growth and Development Strategy II* for the period from 2011 to 2016. The priority areas in this policy are (1) Quality, Accessible, and Equitable Basic Education, (2) Accessible and Quality Secondary Education, (3) Quality Teacher Education (Primary and Secondary), (4) Quality and Equitably Accessed TEVET, (5) Quality and Equitably Accessed Higher Education, (6) Quality and Equitably Accessed Open and Distance Learning, and (7) Science, Technology, and Innovation in Education. The Education Policy (2016) includes the *Implementation, Monitoring, and Evaluation Strategy* that provided the implementation plan and strategies within each policy priority area and the Monitoring and Evaluation Framework;
- Development of the *Education Sector Implementation Plans I and II* (2009/10-2012/13 and 2013/14-2017/18);
- Implementation of *the Guidelines for the National Policy on Special Needs Education* (2009);
- Implementation of the Sector Wide Approach, as recommended by NESP and *Revised SWAp Structures* (June 2012). Establishment of the SWAp Secretariat (2011). *Fast Tracking Decentralization for Quality Education,* followed by the *Joint Sector Review for Fast Tracking Decentralization* (2015);
- *The 2017/18 Education Sector Performance Report: Stakeholder Participation as a Means to Improve Learning Outcomes* (2017) was funded by the EU as part of the Joint Sector Review. This report specifies the priority policies for each sub-sector under the MoEST;
- *Malawi Education Sector MEL Guideline Statements* (February 2010). These guidelines apply to most evaluation models and represent basic requirements for use with NESP. Also, the *Education Sector Research, Monitoring, and Evaluation Framework* (June 2013) specified the indicators and data sources for NESP and ESIP for use by SWAp; and
- The MoEST launched the *National Education Standards: Primary and Secondary Education* (May 2015). Six outcomes were identified: Learning in lessons, students' outcomes in the curriculum (e.g., mastery of learning outcomes), attainment across the schools (for instance, examination results), students' participation in education (such as repetition and/or completion), students' behaviour and involvement in school life, and students' safety and protection. Twenty-six standards were prescribed for schools; eight monitored under the DAIS inspection system.

MoEST is the policy bearer in the provision of education in the country and provides education in collaboration with other ministries, Development Partners (DPs), Civil Society Organisations (CSOs), and the private sector. Programming in the education sector has been guided by the National Education Sector Plan (NESP), which covered the period from 2008 to 2017, National Education Act (2013), National Education Policy (NEP), and National Education Standards (2015).

3.2 Sector Plans and Sector Analyses

In Malawi, the MoEST has based its education sector development on education plans since 1973. Such education plans have relied on sector analyses as a preamble to any planning. Between 1973 to date, Malawi has had three definite education plans (1973-1980, 1985-1994 and 2008-2017). These plans were advanced on the understanding that there was need for a diagnosis of the past and current situation including an end-line evaluation of preceding plans to determine the way forward. Likewise, the plans have embraced the various changes of related policies and protocols, curriculum challenges and changes at both national and international levels, including administrative and management issues; governance, regulations and laws; technology advancement; funding and investment issues and mechanisms which have influenced the education sector at both national and international levels. Thus, to come up with a realistic and comprehensive National Education Sector Investment Plan (NESIP) for Malawi, there is need for critical scrutiny, analysis and presentation of the current situation.

4 EDUCATION FINANCING

4.1 Purpose of the 2019 Education Sector Analysis

The 2019 education sector analysis and its report is precursor to, and under pins the development

of the NESIP (2020 -2030) for Malawi. It arises upon the expiry of the 2008-2017 National Education Sector Plan (NESP) and its implementation under two Education Sector Implementation Plans (2009-2013 and 2014-2017). Furthermore, this education sector analysis is inevitable because of the policy shifts, emerging issues, new international protocols, new strategic approaches, new policies and strategies developed during the implementation of the NESP (2008-2017) between 2008 and 2019.

An Education Sector Analysis (ESA) is the first step in sector planning, and consists of an in-depth and holistic diagnosis of recent trends and current status of the education system to identify progress achieved and outstanding challenges (IIEP, 2019). Furthermore, Pigozzi (2004) and UNESCO (2006) state that the education sector analysis process needs to be open to considering evidence that contradicts established assumptions, and should allow space for dialogue and debate on difficult issues.

The purpose of this sector analysis is to have a relevant, coherent and feasible National Education Sector Investment Plan (NESIP) for the period 2020 to 2030 that presents the education ambition of the Government of Malawi and its people. The specific objectives of this sector analysis are to have a comprehensive education sector analysis that provides the current status of the education sector, articulating the issues, capacities and plans throughout the sector; a diagnosis that offers an analytical appraisal of learning outcomes and what is impacting learning outcomes in terms of service provision at all levels of education – macro (national), meso (division or sub-national) and micro levels (districts and education institutions) under the following issues: Equity, relevance, quality, sustainability, efficiency and effectiveness in order to inform planning, policy making and program development and investments as well as implementation. The analysis covers sector wide thematic areas including, but not limited to, teaching and learning, quality assurance, system capacity and management, decentralization, learner and teacher welfare, education personnel professional development, human resource management, finance and investment, and technology related issues in education.

Furthermore, it aims at having an education sector analysis that is owned and verified by education stakeholders across the entire spectrum in Malawi so that the analysis is understood and actively used for developing the appropriate interventions and related plans for the education sector. To arrive at such a comprehensive and locally owned sector analysis, it was imperative to get insights of the prevailing situation from a randomly selected national representation of learners, teachers, lecturers and instructors, caregivers, head-teachers, education advisors, inspectors, school/institutional committee members such as School Management Committees (SMCs) and Parents and Teacher Associations (PTAs), school proprietors or their representatives, district education managers, division managers, principals of colleges, MoEST headquarters personnel, development partners representatives and non-governmental organizations funding and/or implementing education programmes, projects and activities. In other words, this exercise was informed by interviews and discussions with education stakeholders at national, division, district and school/institution levels from both the public and private domain. In addition, desk research

was undertaken to form the basis for the whole sector analysis process.

The 2019 ESA will lead to the development of a comprehensive National Education Sector Investment Plan (NESIP) (2020 – 2030) that responds to:

a. The progress achieved as contextualized by the situation in 2019 – 2020;
b. The ambition of the Government of Malawi and its people for the coming 10 years (2020/30);
c. Regional and international commitments entered into by the Government of Malawi;
d. The need for interconnectivity between education sub-sectors;
e. Positive demands arisen from various education institutions at different education levels;
f. The importance of maximizing local management under decentralized and semi-autonomous set-ups for implementation and related decision-making whilst reinforcing centralized policy making structures as per the tenets of the Decentralization Act;
g. Advocacy and actuality for strengthening and realizing relevance, quality, efficiency, cost-effectiveness, sustainability and related approaches towards learning and teaching; and
h. An investment strategy and related plans that provide the financial resources for the NESIP (2020 – 2030) goals, objectives and interventions that are realistic and become part of the expectations and guidance for future actions for improved performance of the education sector with specific reference to learning outcomes.

4.2   Government Funding

The budget allocation to the education sector consists of allocations to the Ministry of Education, Science and Technology (Vote 250), Local Councils (Vote 900 Series), and the Education Subventions (Vote 275). The budget of the Ministry of Education, Science and Technology includes allocations of salaries for all secondary school teachers, operational budgets for Headquarters and its agencies, all secondary schools, the six education divisions, Teacher Training Colleges (TTCs) including Domasi and Nalikule Colleges of Education, and development projects at all levels, be it at primary, secondary, teacher education, and higher education. Local Councils budget caters for salaries for all primary school teachers and operational costs for all primary schools. Education subventions include all public universities in the country such as Malawi University of Business and Applied Sciences, University of Malawi, Mzuzu University, Lilongwe University of Agriculture and Natural Resources, Kamuzu University of Health Sciences, and Malawi University of Science and Technology. Education subventions also include parastatals such as Malawi National Examination Board (MANEB), National Library Services, Malawi Institute of Education, National Council for Higher Education (NCHE), Higher Education Students Loans and Grants Board (HESLGB), and Malawi University Development Programme.

The resources which are provided to the education sector mainly fall into two major categories, namely: Recurrent Budget which comprises Personal Emoluments (PE) and Other Recurrent Transaction (ORT), and Development Budget which has two parts, namely: Development Budget Part I which is donor financed, and Development Budget Part II which is financed by Government.

4.2.1   Recurrent Budget Provisions

The trend analysis in Table 1 below shows that the percentage allocation of total government recurrent expenditure towards education has been over 20 percent since 2010/11 FY. There has been an increase in government expenditure towards the education sector due to the introduction of donor-pooled resources through the Education Sector-Wide Approach (SWAp) program. The Education SWAp arrangement mandated the Government of Malawi to allocate a minimum of 20 percent of its discretionary recurrent budget towards the education sector. In order to fulfil this obligation, education sector was allocated a minimum of 23 percent and a maximum of 26 percent between 2010/11 and 2014/15 FYs. This is despite the pulling out of the Development Partners in the E-SWAp arrangement in 2013/14 FY. While there were no pooled resources from Development Partners after the suspension of E-SWAp, the Government of Malawi allocated 27 percent of its voted recurrent budget towards the education sector in 2018/19 FY.

Table 1: Total Government Recurrent Budget towards Education in (MK "000,000,000")

Recurrent Provisions	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Total Recurrent Education	43,750	49,890	73,430	93,400	112,790	157,869	174,690	207,589	224,545
Total Voted Recurrent Allocation (excludes Statutory Expenditures)	182,580	194,790	321,460	386,220	495,750	582,522	666,255	788,999	840,966
% of recurrent allocation (excluding statutory expenditures) spent on education	24	26	23	24	23	27	26	26	27

Source: Ministry of Finance - Financial Statements

Large amount of resources allocated to the education sector under recurrent budget was for the payment of salaries for primary and secondary school teachers. Out of the MK224.5 billion recurrent budget resources allocated to the education sector in 2018/19 FY, MK144.1 billion was for payment of salaries for both primary and secondary school teachers, representing 64 percent of the total recurrent resources allocated to the sector. The non-salary allocations include for the purchase of Teaching and Learning (TLMs) amounting to MK3.16 billion for both primary and secondary schools, MK6.4 billion for the running of all secondary schools under the six education divisions, and MK9.5 Billion for running of all primary schools in the country.

As shown in Figure 1 below, the primary education recurrent unit cost has increased by 178.8 percent from MK9,186 to MK25,612 between 2013 and 2019. The largest proportion of the primary unit cost was teachers' salaries. The unit cost also includes training of primary school teachers in the nine public Teacher Training Colleges. Further, the recurrent unit cost for secondary education has increased by 151.4 percent from MK51,664 in 2013 to MK129,867 in 2017 (Figure

2). However, the unit cost for secondary dropped to MK114,815 in 2019 due to increased enrolments in the secondary schools. As is the case with the primary unit cost, a bigger proportion of the cost is for teachers' salaries in the secondary education subsector. This means that a smaller proportion is left for the day to day running of over 850 public secondary schools in the country.

Figure 1: Trend of Primary Education Recurrent Unit Cost from 2012/13 to 2018/19
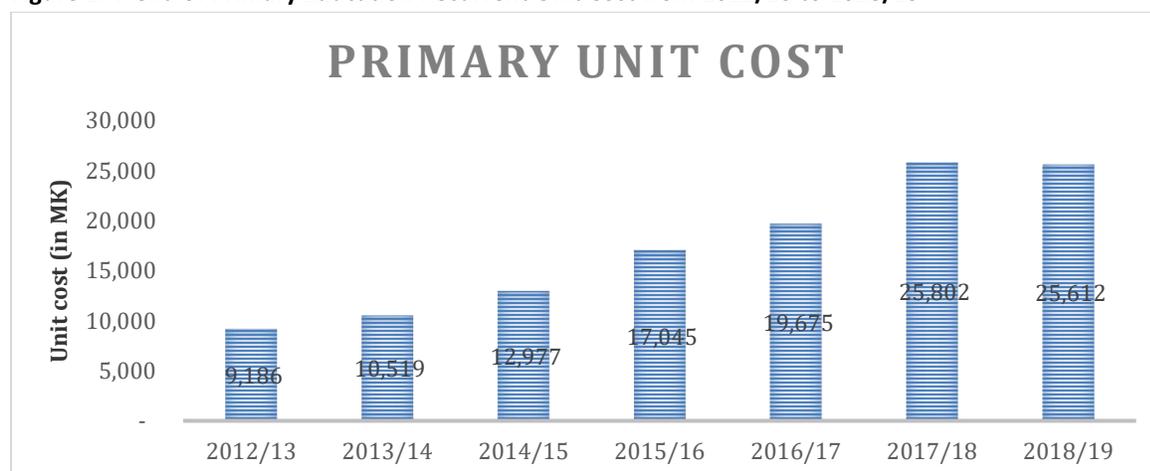
Figure 2: Trend of Secondary Education Recurrent Unit Cost from 2012/13 to 2018/19
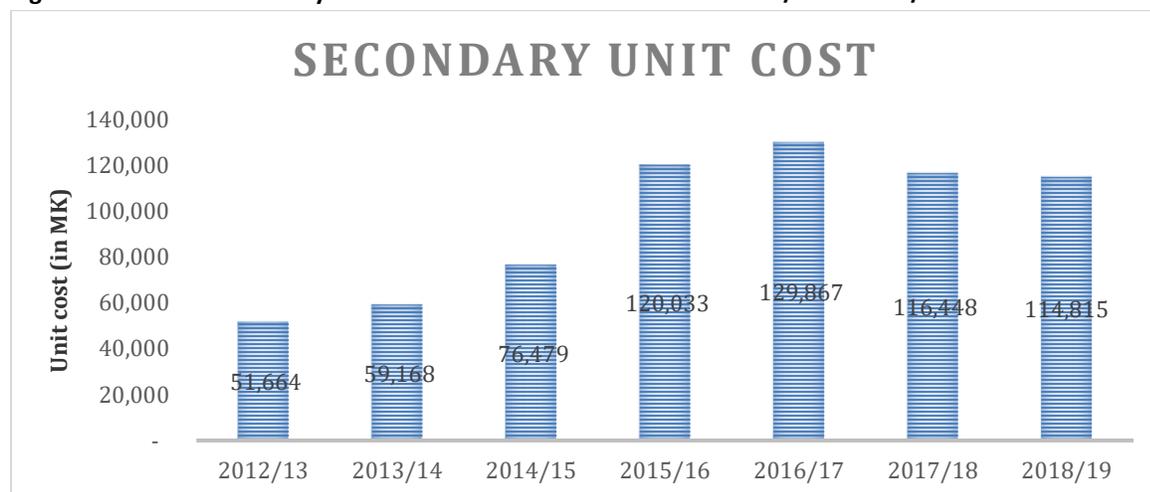
4.2.2   Development Budget Provisions

As shown in Table 2 below, Development Budget Part I resources have increased from MK5.6 billion in 2014/15 FY to MK35.7 billion in 2018/19 FY, representing 538 percent budget increase over the years. Similarly, Development Budget Part II resources have increased from MK2.5 billion in 2014/15 FY to MK14.4 billion in 2018/19 FY, representing 476 percent budget increase. Percentage of budget funded and spent for Development Budget Part I has been at an average of 58 percent during the period under review and the percentage of budget funded and spent for

Development Budget Part II has been at an average of 61 percent. While this is the case, percentage of funding spent has been at an average of 100 percent for both Development Budget Part II and I. This entails that the education sector has been facing challenges in accessing the development budget resources despite it having the capacity to absorb the resources provided by the Government of Malawi and the DPs for spending.

Table 2: Development Budget Part I and II (MK000, 000)

Category	2014/15		2015/16		2016/17		2017/18		2018/19	
	Dev. Budget Part I	Dev. Budget Part II	Dev. Budget Part I	Dev. Budget Part II	Dev. Budget Part I	Dev. Budget Part II	Dev. Budget Part I	Dev. Budget Part II	Dev. Budget Part I	Dev. Budget Part II
Budget	5,600	2,500	6,561	3,600	19,735	5,960	18,000	20,700	35,652	14,400
Funding	300	2,100	6,561	2,122	19,735	1,992	6,268	9,523	16,964	11,730
Expenditure	300	2,100	6,561	2,122	19,735	1,976	6,268	9,495	16,964	11,728
% of Budget Funded	5	84	100	59	100	33	35	46	48	81
% of Budget Spent	5	84	100	59	100	33	35	46	48	81
% of Funding Spent	100	100	100	100	100	99	100	100	100	100

4.3   Development Partners Financing

There has been substantial support from the Development Partners that are working in the Education Sector and other domains of the social development sectors that have a bearing on education in Malawi. Between the period of 2008/09 and 2019/20 FYs, approximately US$753 Million[2] (MK602 billion) has been provided to the education sector by the traditional Development Partners as shown in table 3 below. The financial support provided by the DPs targets all the sub-sectors in the education sector and at times, it is provided to two or more education sub-sectors. Table 3 below provides a summary of the DPs that have been providing financial support during the period under review.

Table 3: Key Development Partners Support to the Education Sector in Malawi between 2008/09 and 2019/20 FYs in US$

Development Partner	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total

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[2] Disclaimer: This figure represents what was provided for from the Donors and it is possible that other interventions may not have been included

DFID	15,450,590	13,234,248	14,412,910	20,225,882	24,401,245	11,275,074	8,835,292	14,309,983	12,790,860	8,451,245	7,629,732	12,017,943	163,035,004
EU	-	-	-	-	-	-	-	-	3,500,000	30,000,000	27,000,000	6,400,000	66,900,000
EU/Germany (GIZ)					833070.09	1173623	1353421.3	1326956.2	2713411.7	3652164.52	2658483.36	3570533.12	17,281,663
Germany (GIZ)	5561042.3	3725204.2	2552968.5	4490082.7	6539619.2	4458878.7	2664946.3	2406803	3266636.8	1725742.78	948160.68	2335739.84	40,675,825
Germany (KfW)	-	-	5,530,801	-	-	-	-	20,348	577,098	5,417,083	496,921	125,135	12,167,386
GPE	-	-	-	-	-	-	-	-	11,225,000	11,225,000	11,225,000	11,225,000	44,900,000
RNE	-	-	-	-	-	-	6,666,600	12,577,212	12,072,250	30,957,425	21,630,851	20,320,563	104,224,901
UNICEF	-	-	-	-	12,991,874	8,799,106	13,352,325	11,161,083	10,707,400	-	-	-	57,011,788
USAID	-	1,856,478	6,803,312	8,748,007	9,208,606	5,250,109	9,442,820	17,407,270	30,569,293	32,628,455	21,746,006	17,446,244	161,106,600
World Bank	-	-	-	-	-	-	-	9,280,000	12,280,000	12,280,000	15,857,143	35,857,143	85,554,286
Total	**21,011,632**	**18,815,930**	**29,299,992**	**33,463,972**	**53,974,414**	**30,956,791**	**42,315,405**	**68,489,655**	**99,701,949**	**136,337,115**	**109,192,297**	**109,298,301**	**752,857,453**

5   EDUCATION GOVERNANCE AND MANAGEMENT

5.1   Education Sector Decentralization

The theme of decentralization has a long history in Malawi. By 1994, Cabinet directed that a comprehensive review of decentralization initiatives be undertaken, and decentralization was

approved as a policy in January 1996. By 1998, the final *National Decentralization Policy*, followed by the *Local Government Act,* paved the way for the first phase of gradual decentralization for the nursery and kindergarten, primary, and adult education responsibilities to the district level. The particulars of this process were provided in the *Guidelines for the Management of Devolution of the Functions of Education Services*. The policy and guidelines do not extend the decentralized authority and autonomy to the schools. District Education Managers (DEMs) emerged as the link between the District Councils and the MoEST. Implementation of the policy started in 2002 though there was slow release of authorities to the local government and the continuing executive control by the central government (Jager, et al., 2014). The delays in implementation of the decentralisation policy were mainly due to low capacity, both in terms of skills at education level and resources, especially funding.

The *Education Act of* 2013 clarified the decentralization provisions for primary education, which is the responsibility of the local government authority "for the area over which it exercises its jurisdiction." It also specifies that primary education is free from tuition and compulsory for the children under the age 18 years and for those in public schools. In addition, the following were articulated:

- Central Government is responsible for policy formulation and implementation, setting standards and ensuring quality assurance and control, curriculum development, resource mobilization, budgeting, staff training and development, registration of schools (as promulgated in the *Education Act of 2013*), and international representation;
- District Commissioners (mayors) steer the Councils towards their aims and objectives, manage the resources, and supervise the Heads of Directorates in the Councils and the District Education Managers (DEMs), where the DEMs develop the annual plans, manage the budget, organize and coordinate primary and adult literacy education, disseminate the policies of the MoEST, and assist in implementation and coordination of education projects in the district development plan;
- Each local government authority establishes a school management committee in government and government assisted schools to observe attendance and punctuality of teachers and students, advise on recruitments, check on maintenance, guarantee compliance with inspection reports, verify salaries, check on operations consistent with community wishes, and advise on admission or refusal of students;
- District Councils approve and manage development plans and projects, and they manage the running of the primary schools and perhaps eventually, secondary schools. By law, every local government authority shall appoint an education committee to implement Government Primary Education Policy, estimate needs, prepare a development plan, provide funds for the establishment and maintenance of primary schools, educational services, physical training and recreation, and other expenses in accordance with the development plan;
- Inspectors carry out all inspections of schools and colleges ensuring compliance with the Education Act and policies to promote the highest standards of quality, act as facilitators and guide to teachers in the teaching and learning process, participate in the development

and revision of the curriculum, and recommend to the Minister the priorities for the continued training of teachers; and

- All schools are classified as Government schools or colleges, assisted schools or colleges, and private schools or colleges. All must be registered, and primary schools are distinguished from others.

Decentralization for the primary education has currently stopped at the district level. According to the World Bank, most countries employ decentralization for efficiency reform. Malawi continues to make progress on decentralisation. The linkages and responsibilities between the Ministry of Local Government and Rural Development and the Ministry of Education, Science, and Technology are evolving to articulate the full structure of governance.

Typically, decentralization is accompanied by an emphasis on community involvement and participation in school management which is also emphasised in Malawi. Many studies have confirmed that Malawi communities do participate in school-based governance when given the opportunity; but it is less clear that this decision-making aspect of participation improves schooling.

The notion of community financial contributions to support local schools became an expectation to substantiate local involvement and support to education.[3] Community participation increases contributions, in many cases, to the financial resources available to the school, and some evidence suggests this has resulted in improved learning outcomes.[4] Whatever the outcomes, the contributions indicate the 'value of education' in many communities but participation comes at a high opportunity cost for low-income families and the benefits are uncertain. There is currently no easy guidance for the education committee, except for the argument that the development plan should provide for some meaningful participation, and the SMCs should be trained and supported in localization of the school agenda.

5.2 Organizational Responsibilities and Coordination

Over the years, the governance of education in Malawi has become more complex and been accompanied by lack of clarity or effective communication. The principle for primary education is clear in some ways: The Ministry is responsible for policy and quality assurance while districts and communities are responsible for operations. The key figures at district and community levels are the DEM, and the PEA and the headmaster, respectively, with the MoEST and District Councils overseeing those activities and DIAS checking on the processes and outcomes. At secondary level, decentralization arrangements are still under deliberations. The public sector decentralization decisions will affect governance decentralization. Table 4 below shows the responsibility of

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[3] Malawi's *Policy Investment Framework of 1995* defined community involvement as a "contribution in the form of human resources and money towards the construction of schools."

[4] Barnett, E. (2013). An analysis of community involvement in primary schools in Malawi. *International Journal of Educational Development*, 33, 497-509.

institutions in the decentralised education sector.

Table 4: Organizational Responsibilities Developed from ESIP II

Organization	Responsibility
Schools	• Assess student performance during lessons as homework and periodic school-developed tests maintain school administrative records and teacher performance; • Manage the quality of teaching practice through school-based supervision by heads and their deputies; • Reporting progress made in school projects such as construction; and • Complete EMIS school census.
Malawi Institute of Education	• Develop and review curricula for primary and secondary schools; • Develop education materials to support curriculum implementation; • Produce an approved list of textbooks for the developed curricula and carrying out teaching and learning materials evaluations as needed; and • Carry out teacher INSET on new curricular developments and monitoring translation in INSET exposure into classroom practice by monitoring teacher performance.
Malawi National Examinations Board	• Assess students through terminal examinations (after 8 years of primary education and 4 years of secondary education); • Collaborate on project-specific studies, such as those to measure achievement of pupils as demanded by ESSUP; and • Develop assessment materials for the system.
University and research institutions	• Monitor societal-rated issues and development; • Ensure alignment of the learning; • Maintain administrative and monitoring and evaluation data; and • Carry out action research.
National Council for Higher Education	• Provide quality assurance in higher education; and • Maintain quality and administrative data and information on higher education.
Civil Society (NGOs, FBOs, and CBOs)	• Monitoring and Evaluation officers of partner organizations/stakeholders to share information, data, reports with Research, Monitoring and Evaluation Unit at Ministry of Education, Science, and Technology on an ongoing and regular basis; • Monitor education programmes on a regular basis using collaborated monitoring and evaluation tools; • Ensure that data collection and monitoring is not duplicated; and • Ensure ongoing communication with other monitoring and evaluation officers at decentralized level to harmonize reports.
Ministry of Gender, Disability, Children and Social Welfare	• Monitor and supervise ECD and adult literacy and education learning; • Provide data on ECD and adult learning and education; and • Determine the indicators for ECD and adult literacy and education.
Ministry of Youth, Sports and Culture	• Monitor and supervise out of school youth; • Provide data for out-of-school youth; and • Determine the indicators for out-of-school youth.
Ministry of Transport and Public Works	• Monitor construction works for education structures; and • Provide guidelines for determining progress of construction projects.
Ministry of Finance Economic Planning and Development	• Monitor the Public Sector Investment Programme (PSIP); and • Monitor overall MGDS alignment in light of education issues and their development.
Ministry of Health and Population	• Monitor school health and other related issues in line with health policy.
Ministry of Agriculture Irrigation and	• Monitor water and sanitation issues in schools.

Organization	Responsibility
Water Development	
Ministry of Local Government and Rural Development	• Monitor the decentralization of the education sector.
Local councils	• Monitor education development issues at district level and their related financing.
Development Partners	• Finance and monitor implementation of both SWAp activities and discrete projects; and • Finance review studies on different aspects of the education sector.

Complexity and growth have replaced clarity in organizational responsibilities. *ESIP II* laid out the responsibilities in terms of basic requirements. The details of accountability, transparency, responsiveness, effectiveness, and efficiency lie in the communication and dependencies of these interrelated entities and levels of organization. This requires a more explicit review of the roles, responsibilities, and rights of each level and unit. The various policy documents that link the actions of the various ministries in the education sector and the public sector reviews and policy actions further elaborate the linkages.

The organization responsibilities remain less clear in practice because there is little training or transitional preparation for individuals entering their employment positions. Some districts and schools have adjusted easily and others still have concerns.

The lack of coherency is not only within the main education subsectors; but also across the ministerial boundaries for gender, early childhood, and TEVET. Each ministry deals with its subsector responsibility within particular purview and not in coordination with the other areas. This adds to the lack of vertical integration needed for movement in the sequence of educational programming and also horizontal management difficulties, with each subsector seeking its own agenda and outcomes.

5.3   Education Monitoring

Improvements in the future of education will depend on better monitoring and providing feedback to those initiatives aimed at improving the system. Adjustments and modifications are always needed, and without information and reflection, interventions fail or are not sustained. DIAS has a particularly important role in this and is recognized as a potentially valuable agent of reform. Their activities also require continuation under NESIP. Based on DIAS reports, a number of measures are being taken to address prevailing challenges including:

- Embracing critical reflective practice as an integral part of inspectors' transformation. This includes challenging the inspectors' and advisors' deeply held beliefs, background, knowledge, habits of practice and experiences;
- The Directorate is mobilising inspectors from different districts to collaborate and support each other when conducting inspection. And the Directorate is intensifying monitoring activities in both public and private schools/institutions for effective delivery;

- Accredited inspectors are being involved in as much inspection as possible so that their skills are further enhanced so that they ably support quality assurances activities in their respective colleges and beyond;
- The Directorate of Inspectorate and Advisory Services is training teachers to develop valid and reliable tests;
- National Standards for Technical Education are being developed for quality improvement; and
- DIAS plans to 'grow school inspectors for tomorrow' by empowering teachers with the relevant knowledge and skills on how to use the National Education Standards (NES) to foster continuous learning and critical reflective practice.

5.4 Overall Achievements and Challenges in Education Governance and Management

Some of the key issues and strategies as outlined in the Malawi Capacity Development Strategy and Plan (2013 – 2017) have been implemented which has enhanced the sector's capacity both at central and decentral levels to deliver its mandate.

The following are the main achievements in terms of education governance and management:

- All senior posts both at central and decentral level that were vacant have been filled providing strong leadership for delivery in the education sector.
- The ministry is in the process of developing an electronic human resource management information system that will harmonise the whole sector data from central to decentral level for efficient management of personnel.
- A major devolvement to the councils took place in 2017. This entailed the decentralization of education payroll and partial decentralization of the procurement of the primary school teaching and learning materials to councils. This resulted in the explicit transfer of important functions to the councils and passed resources through the National Local Government Finance Committee (NLGFC), including about 70% of the resources allocated to primary education. The councils' responsibility and authority were substantially increased;
- Decentralized EMIS data collection to districts and zones. *Malawi Education Statistics* (each year) compiles the education system statistics and are available approximately two years after the academic years;
- There are ongoing programmes focusing on decentralization. Local Government Accountability and Performance (LGAP), Equity with Quality Education at Secondary (EQUALS), and Improving Secondary Education in Malawi (ISEM II) that are supporting the rationalization of decentralization and the improvement of management and administration at both primary and secondary;
- Institutionalization of school mapping is enhancing data quality;
- Reintroduction of school inspectors, transferring Primary Education Advisor to inspectorate posts, with a minimum of six inspectors per district. The inspections are overseen by the Department of Inspectorate and Advisory Services (DIAS). Inspection and advisory services cost 60% and 40% of the funds, respectively;

- Various other initiatives promise to strengthen school-based management and begin to reap the benefits of local involvement and better school operations. With support from GPE and the Royal Norwegian Embassy, 100 communities were trained to enhance community participation. Also, the MoEST trained about 1,200 head teachers, 1,200 deputies, and 868 Primary Education Advisors (PEAs) in school leadership and management. UNICEF support has also led to the *Positive Discipline Manual Handbook for the Establishment of Student Councils* and a *Child Protection Manual* in primary education. These collective positive initiatives should improve the experiences of children to stay in the education system; and
- To strengthen management and governance of TTCs a policy of outsourcing was recommended and is under review. The main functions are catering, landscaping, office cleaning, security and maintenance, as well as legal services for public universities. Although an intended cost-saving arrangement was put in place, this has not resulted in saving funds or improved security.

Several lessons have been learnt during the implementation period of the Malawi Capacity Development Strategy and Plan. These will inform the NESIP as below:

- Fully embedding the priority strategies in the education sector plan, besides having a comprehensive capacity development strategic plan, is important to ensure implementation and resourcing of the planned interventions.
- Leadership capacity at all levels including decentral levels is important for effective implementation of policies and plans. The MESIP and ESIM projects have demonstrated the importance of leadership and how it can systematically be done.
- Lessons learnt from the primary subsector decentralization are informing the decentralization process at secondary subsector level.

Despite progress made, the education sector assessment indicates that there remains a great deal to accomplish in each of the subsectors as well as in the overall management and governance of the education system. Based on a review of the gaps and needs, there are priority areas for attention in each subsector as well as for the collaboration of education management agencies.

- Many of the problems accompany the decentralization processes, and the differentiation between the Local Government's financial responsibilities and the MoEST's responsibilities for quality assurance. As the *Public Sector Reforms Policy Framework* (January 2018) states:

  "Despite the intents in the Decentralization Policy and Act, devolution in Malawi has been slow and partial, with a dual system of devolution and de-concentration still operating at district level. Local authorities also lack the capacity in terms of human resources, finances, and competences to be effective, which is the justification some central government ministries use to delay the devolution process. As a result, the benefits of devolution are not being fully realized"

- There is lack of capacity building and formulation of legal provisions for the inspection framework to be in use;

- Lack of capacity of PEAs on the use of inspection findings as well as National Education Standards (NES) to support individual schools;
- There is lack of comprehensive guidance and counselling in schools particularly for vulnerable children including girls; and
- Low capacity of districts to undertake inspection and monitor curriculum delivery.

5.5   ICT in Malawi Education Sector

Malawi's Education Sector is making efforts in leveraging ICT at all levels of education from basic to tertiary. This is evident in the various ICT initiatives implemented in all education institutions. The education sector needs to develop a robust ICT connectivity infrastructure that facilitate universal access to education, bridge learning divides, support the development of teachers, enhance the quality and relevance of learning, strengthen inclusion, and improve education administration and governance.

The improvement of ICT in the education sector is hindered by the following challenges:
- The sector lacks strategic guidance in a holistic ICT planning, coordination and implementation. Hence, there are silo systems implementation and duplication of efforts in some institutions;
- Limited ICT infrastructure connectivity to all education institutions that affects maximum utilization of the education systems;
- Limited system capacity to facilitate delivery of lessons to learners at all levels, manage learners, teacher's management and education administration; and
- In addition, the sector lacks visibility to showcase the various initiatives being carried out, as well as not maximizing ICTs in relating to its various stakeholders both local and international.

6   EARLY CHILDHOOD DEVELOPMENT

6.1   Early Childhood Development Services

The first experience of children with formal education includes the Integrated Early Childhood Development (IECD) programme for children from birth to age eight. These are critical years for child development. Much of later mental ability is shaped by these early years of experience. IECD is intended to protect, care, stimulate and advocate for children's rights (UNICEF 2001) to ensure the opportunity for development for each child. As early as 1950, well before independence, ECD programmes were available for two years before starting formal schooling. These programmes now are registered formal initiatives under the leadership of the Ministry of Gender, Children, Disability, and Social Welfare (MoGCDSW), and guided by community-based organizations (CBOs), faith-based organizations (FBOs), and civil society organizations (CSOs). The development services are offered in organized settings including crèches, playgroups, religious centres, kindergartens, nursery schools, day care centres, Community-Based Childcare Centres (CBCCs), preschools, nutrition rehabilitation units, paediatric wards of children and/or child rehabilitation units, children's corners, and primary schools for children aged six to eight. In most cases, existing ECD centres are located within children's reach at a village, near-by location, or market places.

6.2   Progress in Early Childhood Development

Between 2006 and 2011, considerable number of actions took place in ECD. For example, 78 percent of activities enshrined in the previous strategic plan were implemented (MOGDSW, 2017). Since the development of the communication strategy in 2009, there has been an increase in CBCCs. There have been improvements in ECD through targeting of orphans and vulnerable children, and building the capacity of ECD through caregiver training. There has been an increase in funding by Government, improved availability of stakeholders supporting the sector and development of various materials for ECD usage in schools. Furthermore, the ECD policy has been reviewed and updated twice in 2008 and 2017 since its development in 2001. By 2018, 48.73% of 2,777,555 total children population accessed ECD and 39.2% of children aged 36-59 months attended early childhood education services nationally[5]. Out of the total population accessing ECD centres, 51% of these are girls and 3% are children with disability. This entails that about 60 percent of the ECD centres have at least one child with some form of special needs education.

Malawi's Early Child Development Index (ECDI) score was at 59.8% in 2014, indicating that 60% of Malawian children are developmentally on track, with ECDI for girls was higher (64%) than that of boys (56%).[6] 89.1% of the children aged two to five years were developmentally on track in physical, 71.4% on social emotional, 79.9% on early learning dimensions and 82.8% were on track in literacy and numeracy.

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[5] A study on Impact Evaluation for Protecting ECD (2011 – 2015)
[6] (MoGCDSW, 2017, p.9)

Most ECD centres are facilitated by at least three volunteer caregivers from the ECD centres, and it is noted that the majority of caregivers are females. At least 50% of the caregivers are trained.

6.3 Challenges in Early Childhood Development

Apart from the generally low access to ECD by children, the services are quite different from site to site. The ECD experience is not the same for all children, even if they have access to some programmes. Given the variations in locations, the structures where learning takes place are not standardized and, at times, communities use shift structures which are not long lasting. Furthermore, in places such as Chikwawa and Nsanje, the ECD institutions are seasonal due to perpetual and persistent hunger during food lean periods. Some sites receive external funding for materials and others do not.

Learning, for example in the CBCC, is done primarily through play, where the caregiver uses the eight learning approaches: dramatic, manipulative, music, nature, blocks and building, reading, arts and outdoor areas. Private nursery schools, especially those in cities, use an international curriculum where learning is organized similarly to the primary school setting. Learning is supposed to be in line with the national ECD syllabus, and is done according to ages as per policy. Where the caregivers are not enough, children are combined and there are also multi-age learning conditions in many settings. Although there are supposed to be eight learning areas, that only happens where there is a trained caregiver.

As the coverage and quality of ECD delivery increases, the contribution to a quality education will grow. However, this will happen only if the ECD programme has equitable access to standardized well-run ECD services.

Below is a discussion of the ECD subsector challenges.

6.3.1 Access and Equity of ECD

Field consultations and documentation substantiate the lack of ECD opportunities and the inadequacies of those operating, and have led to several suggestions for priorities. The major access problem is that there are relatively few ECD programmes and most districts have little access. As of 2018, ECD programmes were offered to 2,014,820 children in 12,220 centres, still leaving about 52% of eligible children (aged 4-5 years) not able to access ECD centre-based services. A review of the problems in ECD agreed substantially with the recommendations from the 2010 capacity development study[7] with limited progress.

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[7] Tate, S. (March 2010). Primary Education Gap Analysis. In Snyder, C.W., Jr., & Kamanga, R. with Tate, S.A. & McLaughlin, S. Malawi Education Sector Capacity Development Strategy and Capacity Situational Analysis.

ECD Access and Equity

- Few programmes are available in some and not available in other districts
- Parents enter 2-year-olds also because of safety and emplyment parental care needs for their children
- Although children with disabilities are given attention there is no real ECD programme available for them
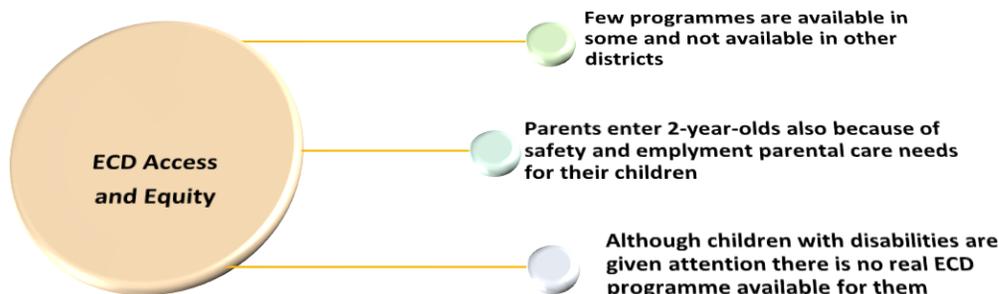
6.3.2   Quality and Relevance of ECD

Each caregiver cares for about 69 children on average instead of the 25 recommended and 15:1 the international standard. More than 50% of the volunteer caregivers are untrained and most CBCCs are in temporary structures.

ECD Qaulity and Relevance

- Volunteer and mostly untrained Caregivers provide the programme ECD and limited knowledge of pedagogy
- Low motivation of caregivers and little or no supervision or performance management
- Poor reruitment and position establishment
- Curriculum to go beyond care and parenting as a stepping stone to primary education
- Infrastructure increased and improved as an enabler for better learning outcomes
- Curriculum to better link to that in Standard 1

6.3.3   Governance and Management of ECD

Most issues are capacity related. The Vision for ECD is "all children developed holistically" and the Mission, is "provide the Malawian child with high quality services in early childhood care that ensure his/her active participation in national development." However, there are limited guides and guideline materials in ECD centres, and policies are not well known. The vision reflects the strategic goal within the larger education system, and the mission is the macro strategy to reach that goal.

ECD Governance and Management

- Inadequate funding levels for procurement of TLM, infrastructure, and recruitment of beetter staff
- No legal foundation for ECD; Craft an ECD Act
- Strategic alignment should be specific and clear on transition into primary
- Governance, management and administration should be formalized and uniform across the country
- Need better consolidation and alignment of the various policies
- Curriculum to better link to that in Standard 1

ECD though loosely organized, with inadequate funding allocated, has grown over the years but still short of needed and available centres for the eligible children for pre-school and attracted

many caregivers who are not trained or experienced, materials are hard to find, and the infrastructure is substandard. ECD is centrally encouraged, under prioritised by the districts in their planning and funding, and is supported in principle but not in reality. Investment would need to be long-term and extensive. The educational value of pre-school, even in this care-focused form, is an important part of a comprehensive education programme.

Overall ECD needs a legal and clearer policy foundation, and it must be aligned with primary education, have adequate funding, train the ECD personnel in pedagogy and child development, have better infrastructure, provide a curriculum beyond just caregiving, and motivate and supervise the programme participants. Access requires more funding and a stronger link to the formal primary education programme.

7   PRIMARY EDUCATION

7.1   Primary Education Services

For most children, schooling begins at Standard 1. The first two years are infant primary, the next two are junior primary, and then the next four are senior primary, with eight learning areas in the infant and junior sections and ten subjects in the senior section. Primary education curriculum was revised through the Primary Curriculum and Assessment Reform (PCAR) from January 2007 to May 2008 emphasizing outcome-based education (OBE). Implementation rolled out from early 2008 (replacing the 1991-2007 curriculum, the fourth version since the first one established in 1961). OBE emphasizes literacy in English and Chichewa for academic work across the schooling experience and numeracy to facilitate eventual skill acquisition in science and technology.

A recent addition to PCAR, through ESIP *II,* is the National Reading Programme (as taught by the classroom teacher in the lower primary years, Standards 1 to 4). Following on from early grade reading pilot projects under the Malawi Teacher Professional Development Support activity (2010 to 2015) and the Early Grade Reading Activity (2013 to 2016).   The NRP began in 2016 initially with the Malawi Early Grade Reading Improvement (MERIT) activity (2015-2020) with USAID support and implemented by Research Triangle International (RTI). These efforts eventuated in the development of learner books and teacher guides and resources across the nation, including continuous professional development training at all levels of the system, community support efforts, and development of a conducive policy environment. Circulars were also developed to remind schools of the policies of punctuality, class size, and requirements to distribute reading books (at 1:1 ratio) and allowing them to be taken home.

7.2   Progress in Primary Education

On access and equity, the number of children enrolled in primary education was 5,187,634 in 2018 (Figure 1), a 47.1% increase from 3,600,771 in 2008. The net intake rate (NIR) has improved from 71% in 2008 to 84% in 2018. NIR is the proportion of new entrants to Standard 1 who are of the official primary school entrance age (6 years old) to the total population of children aged 6. A high NIR shows a high degree of access to primary education at the official primary school entrance age. However, Gross Enrolment Rate (GER), a measure of participation, has risen by nearly 5 percentage points from 122% in 2009 to 127% in 2018. High percentage reflects the continued presence of over-aged and under-aged learners in the sub-sector. Enrolment is projected to grow to 7,098,827 in 2030 (as shown in Figure 3 below) as result of population growth.

Figure 3: Projected primary school enrolment
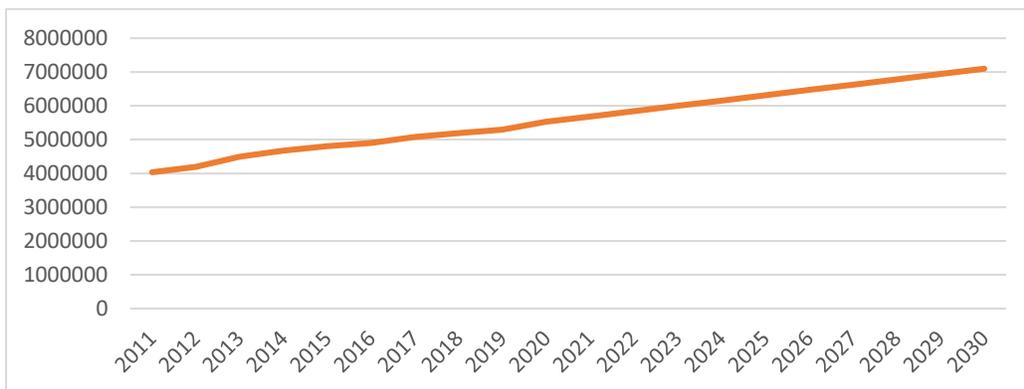
Source: MOEST - EMIS 2018

Gender Parity Index (GPI) for primary education has remained at 1.0 or slightly above between 2008 and 2019. Overall, there are almost equal number of boys and girls in primary education institutions, with more girls in some cases, a reflection of the population gender split in Malawi. However, inequity remains in specific upper standards and across some districts and schools.

Figure 4: Primary School Enrolment
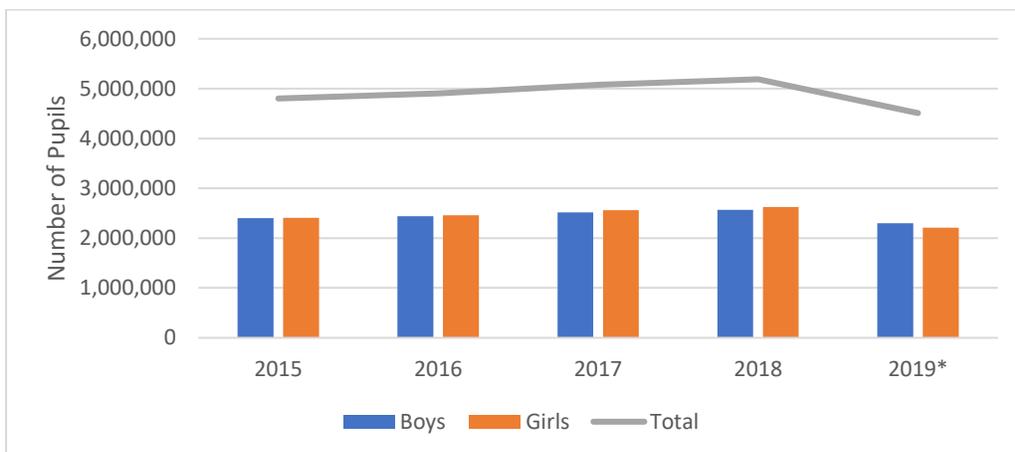
Source: MOEST EMIS 2018

The dropout rate for primary education has improved significantly from 11.7% in 2009 to 3.2% in 2018. However, retention remains a challenge with primary completion rate at 52% and repetition rate at 24.5%. As a result, this has led to an increase in the out-of-school children population.

Figure 5: Survival Rates standard 5 to 8

Source: MOEST – EMIS 2018

General improvements in Primary School Leaving Certificate of Education were observed between 2012 and 2017. In 2017, 81.9% male and 71.9% female learners successfully passed the primary school leaving examinations, an improvement from 74.9% male and 61.8% female learners who passed in 2012 as shown in Figure 6 below.

Figure 6: Primary PSLCE Pass Rates
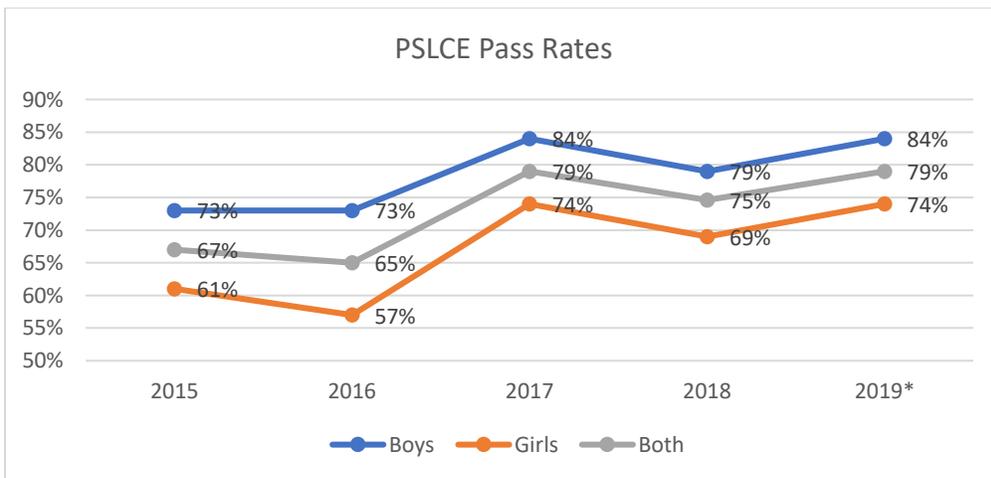
Source: Chung 2019; EMIS

Over time, the pass rates have been fairly consistent, with some improvements over the years; but their comparisons are not easily interpreted.[8] Although the PSLCE is a completion exercise and a selection point in the education flow for a learner, it is not a valuable indicator of quality. At the moment, there are few quality indicators and few M&E systematic studies to sample quality estimates in the system.

In 2015 MoEST with financial assistance from UNICEF carried out a monitoring and learning achievement (MLA) survey at 4th and 7th grades. Overall, the MLA results 2015[9], showed very poor performance by students across all the four subjects tested. Students' mean scores in all subjects except for Standard 4 Mathematics were below 50 percent. Furthermore, the results indicated a deteriorating average performance by students in all subject areas between Standard 4 and Standard 7 with the exception of Chichewa. On the other hand, analysis of performance by achievement levels revealed that majority of students had not achieved the minimum basic competencies as specified by the National Primary Curriculum (NPC) (i.e. they scored below 40% mark- considered as not achieved minimum competencies in NPC performance specification).
In almost every instance, both boys and girls performed equally poor with slight differences between them Refer Table 5 below.

Table 5: Performance of learners by gender at each Standard and each subject area

Standard	Subject	Female		Male	
		Mean Score %	% Not achieved minimum competencies	Mean Score%	% Not achieved minimum competencies
Standard 4	Chichewa	25.15	90.3	25.1	89
	English	19.01	90.4	19.97	89.7
	Mathematics	50.66	24.9	53.21	22.6
Standard 7	Chichewa	40.93	45.3	39.82	49.2
	English	18.81	96.2	18.22	96.5
	Mathematics	30.46	77.5	32.24	73.7

Geographically across all six Education Divisions (Shire Highlands Education Division -SHED; South West Education Division – SWED; South East Education Division – SEED; Central West Division - CWED; Central East Education Division - CEED; Northern Education Division – NED) the majority of learners were below the minimum performance level.

In Chichewa, for Standard 4 across all Divisions, percentage of learners not achieving minimum performance levels ranged from 77% to 97%, with SHED at 77.7% and NED at 97.6%. For Standard 7, SHED had the least percentage of none achievers at 27% while NED had the highest at 74.7%.

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[8] Chakwera, E., Khembo, D, & Sireci, S.G. (2004). High-Stakes Testing in the Warm Heart of Africa: Challenges and Successes of the Malawi National Examinations Board. Retrieved August 30 2019 from http://epaa.asu.edu/eppa/v12n29/. *Education Policy Analysis Archives*, 12 (29).
[9] MLA 2015 Report

In English, for Standard 4, across all Divisions over 80 percent of learners did not achieve the minimum performance level. While in standard 7, learners not achieving ranged from 92% to 100% entailing very low learning outcomes.

In Mathematics, for Standard 4, CEED was the highest performer with 18.5% of learners not achieving the minimum performance level while NED was the lowest performer at 27.4%. At Standard 7, 72% to 79.9% of learners across all Divisions were below the minimum level.
MLA results therefore highlight the need for a great focus on improving learning outcomes across the whole country for all children.

There are indirect quality considerations. One quality consideration in primary education is the reduction of class size and pupil-teacher ratio in classrooms. Although performance results have been mixed, there are practical limitations to managing a classroom with large numbers of learners and in such a situation, the younger students are more vulnerable to loss, time and attention in crowded classrooms. Lower primary education has an important agenda as it introduces children to school and provides both foundational skills and knowledge and begins socialization. Policies of time and size are set with no authoritative backing because of the lack of resources and inconsistent management. Coupled with limited recruitment of teachers, even allowing many spaces in training unfilled, the priority is shaped by financial limitations rather than quality considerations.

The number of qualified teachers in primary schools has increased resulting in improved Pupil Qualified Teacher Ratio (PQTR) from 92:1 in 2009 to 70:1 in 2018 against the target PQTR of 60:1 in NESP, implying that there is still shortage of qualified teachers in primary schools. Since 2014/15 until the expiration of ESIP II in 2017/18, the sector recruited and deployed 39,900 primary school teachers. It was reported that an additional 3,857 primary school teachers were planned to be recruited in 2019/20 to further improve the PqTR.

Teachers are the key component of primary education, and their preparation is the foundation for delivering the education programme. The main qualification for teachers at primary education level is a school certificate, either JCE or MSCE. A small proportion of teachers have either University Certificate or Diploma or Degree as shown in figure 7 below.

Figure 7: Qualifications of Primary Education Teachers
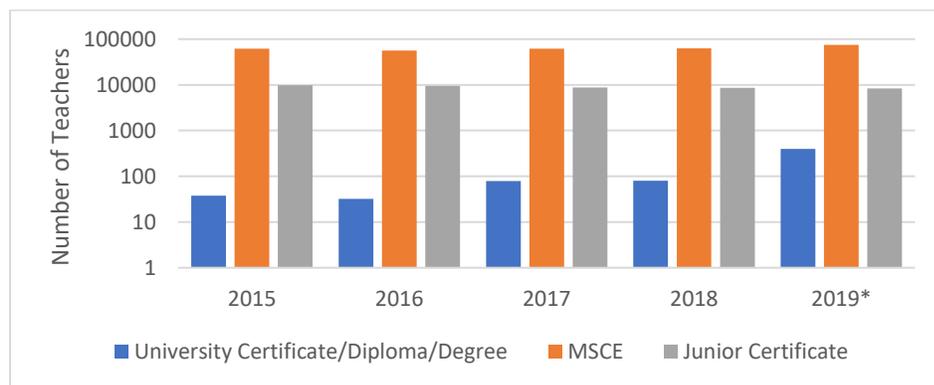
Source: Chung 2019; EMIS

There are approximately 83,399 teachers in primary education with 45,854 males and 37,545 females, and about 89% of teachers have MSCE qualifications and 9% with JCE qualifications. Very few come with higher credentials. Under the decentralization arrangements, the teachers are under the authority of the local governments in the districts, and deployment is, theoretically, determined by needs in various schools under each council. Districts vary in their ability to locate teachers where the needs are greatest; but the intent is better than it was earlier.

Pupil permanent Classroom Ratio (PCR) has improved from 124: 1 in 2014 to 120.9:1 in 2018, which is too high for quality education. Geographically, in 2017/18, CEED, CWED, SHED, SEED, and SWED had PCR of over 100 with SHED having the highest at 145 while NED was at 83 as shown in Figure 8 below.

Figure 8: 2017/18 Pupil Permanent Classroom Ratio
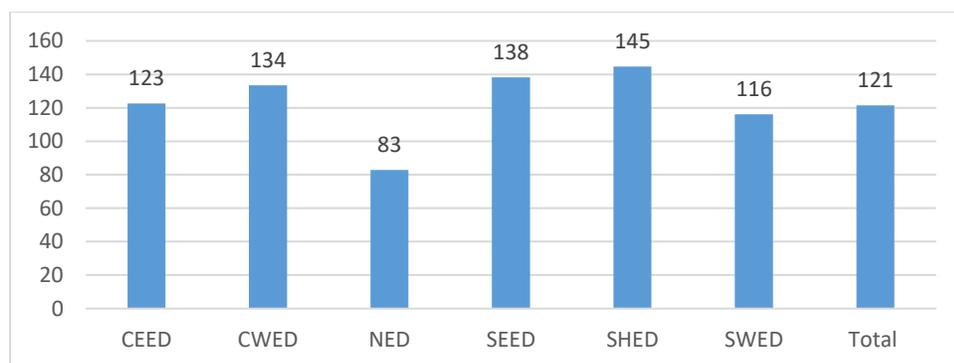
The use of the School Improvement Grants (SIG) and its variations has empowered schools to prepare their own plans, utilise the resources with strong ownership for better education quality and construct the classrooms. To achieve the target of Pupil Permanent Classroom ratio of 60:1 in the year 2030, a total of 118,314 classrooms will be required indicating a gap of 73,990 classrooms against the current number of classrooms (44,324) as shown in Figure 9 below.

Figure 9: Projected number of required classrooms
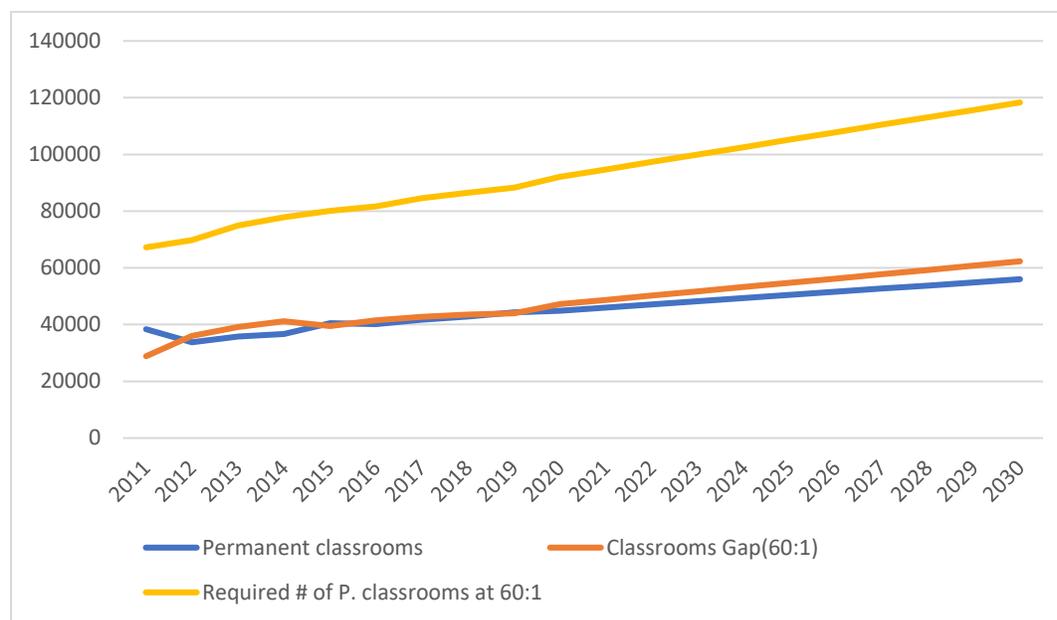
7.3 Challenges affecting Primary Education Sector

7.3.1 Access and Equity of Primary Education

The rise in population of school-age children and the expansion of the education system has been steady and dramatic. The drain on resources is not just recent; but has been a factor for the education system for a long time. Access is therefore both a success story of accommodation and a stress story on resource utilization. Construction costs, maintenance and teacher salaries are dominant in any investment plan. This rapid growth encumbers many of the resources of the education system and diverts attention and resources from improvements in quality, management, and governance.[10]

The GER has risen by nearly 5 percentage points from 122% in 2009 to 127% in 2018, reflecting the continued presence of over and under-aged learners in the subsector. Although primary enrolment has increased over years, there are still a proportion of official school age children who are not accessing primary education as evidenced by the low NER of 90% recorded in 2018.

For education to meet the economic goals of the country, the learners have to complete the full cycle of programmes. Dropouts, repeaters, and examination failures do not necessarily benefit from education and their economic potential is considerably diminished. The primary school completion rate in Malawi was 52% in 2018 against the NESP target of 60%, with fewer girls compared to boys completing primary (Figure 10). Completion is decreasing with rising primary education enrolment.[11] For a variety of reasons, children may not continue to be in the classroom. From the learner's view, passing through is not a likely experience. Learner dropout or repetition is viewed in terms of alternative opportunities outside the central path of education progression

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[10] MoEST. (2019). *Sector Working Group Report for the 2018/19 Financial Year*.
[11] EMIS, MoEST.

from pre-school to university. As an example, as the learner enters Basic Education their readiness for the program is influenced by their community and/or home context, experience or absence of early childhood education or other early development interventions, and academic preparedness as a result of either schooling or external experiences. There are a number of challenges affecting access to primary education and some of which are: distance to primary schools, limited infrastructure resulting into classroom overcrowding, lack of disability friendly infrastructure, poverty, rapid population growth, and cultural practices. These factors also affect learner school attendance and performance which eventually leads to repetition and dropout. The same factors also contribute to overage as learners do not start on time which in turn affects their learning and perpetuates repetition and dropout.

Even though the Education Act and related goals of education policies on primary school have been strategic in ensuring a coherent and well-defined primary education system with guidance on admission age, limitations in enforcement has resulted in overage learners.

Figure 10: Primary school completion rates in Malawi 2009 – 2017/18
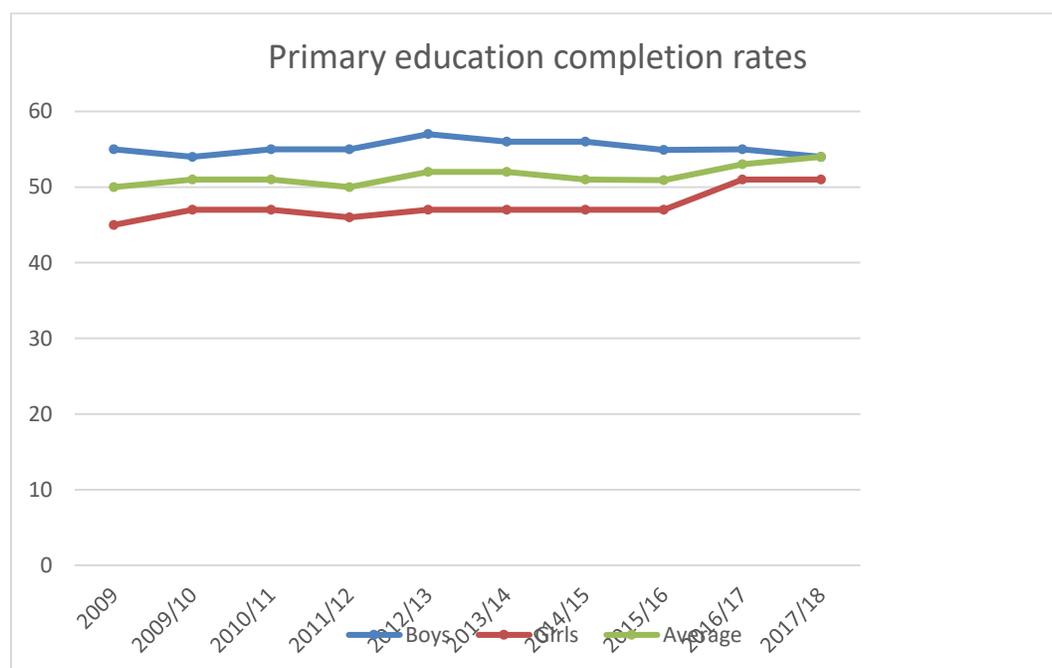
Despite decrease in dropout rates, repetition rates remain high, which puts an additional strain on the education programme to cater for continuing learners and those who require some kind of remediation. The high repetition rate eventually leads to dropout and low completion rate. Repetition can be linked to lack of school readiness for primary entry, absenteeism and low learning outcomes by students and lack of knowledge and skills for teachers to address diverse needs of learners.

The sampled scenario between 2016/17 and 2017/18 showed that repetition ranged from as high as 32.8 percent in Standard 1 to 19 percent in Standard eight in 2017/18. Relatively, the same pattern with marginal differences was observed in 2016/17 (see Figure 11).

Figure 11: Primary school repetition rates 2016/17 and 2017/18 in Malawi
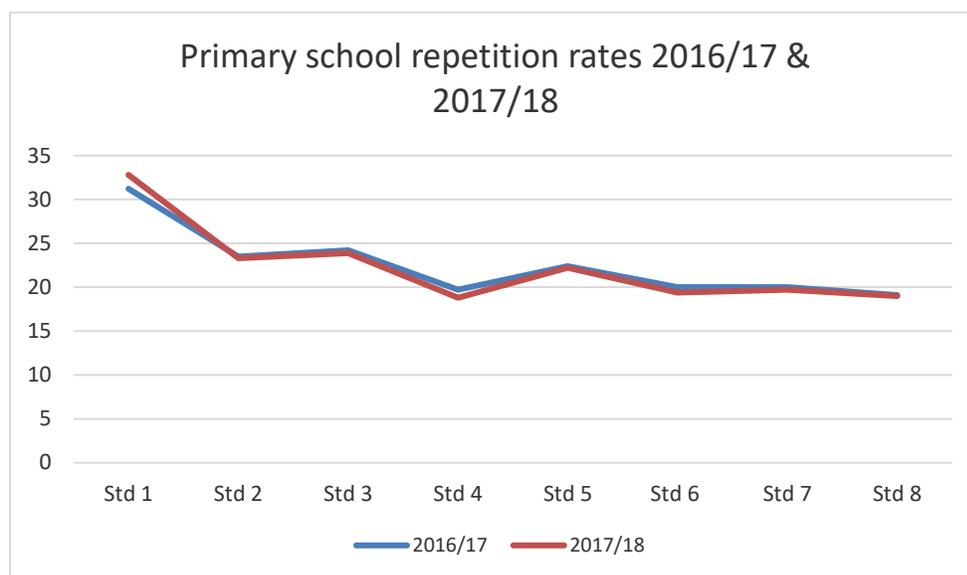
Source: MoEST (EMIS 2018)

In 2018, there were no much variations among the education division in repetition. SHED had the highest (27.5) repetition rate while SWED had the lowest (21.1) repetition rate as show in Table 6 below. . Intra-district disparities between schools and zones also exists requiring targeted interventions to address.

Table 6: 2018 Primary school repetition rate by education division

Education Division	Primary school repetition rates		
	Males	**Females**	**Total**
CEED	27.4	25.9	26.7
CWED	23.6	22.5	23.0
NED	26.0	22.8	24.4
SHED	27.8	27.05	27.5
SEED	24.7	24.26	24.5
SWED	21.5	20.7	21.1

Source: EMIS-averages calculated from district data

To complete the primary education cycle, the learner must be promoted through the standard grades. The promotion rates are fairly stable over time so a large proportion (over 20%) of children do not pass through the system smoothly between standards. These learners don't even reach the full primary cycle, and they, therefore, lack the skills that might be accrued in the primary programme.

Promotion rates have not changed a great deal with minor exceptions, and they remain lower than usually the case if learners were learning. (Figure 12) This increases the competitive feel of the system and increases repetition for those students who want to stay in the education system. The promotion rates have increased slightly over the years for lower primary but decreased a little for upper primary. For those who are not promoted, repetition of the grade is available and the proportions are correspondingly large.

Figure 12: Primary School Promotion Rates for Each Standard Grade
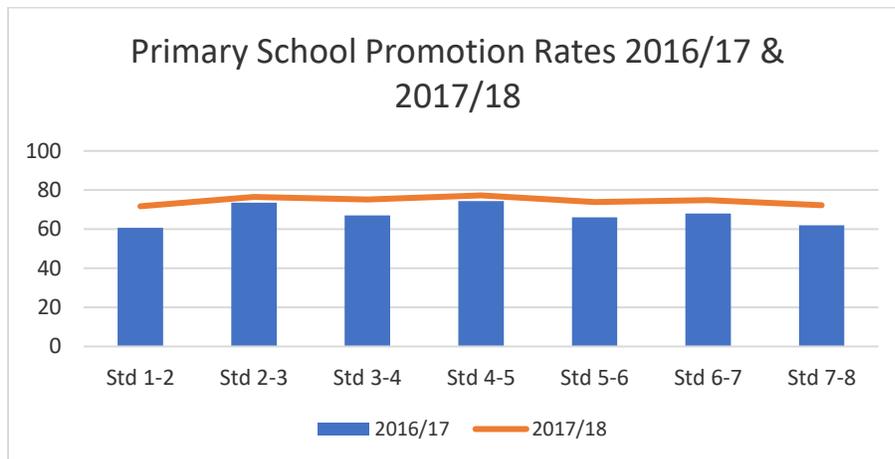
Source: MOEST - EMIS 2018

Dropout and repetition of standards increases the personal costs of the family to educate their children and inefficiencies to the overall education system. The problem of dropout and repetition has been an enduring one. It complicates the system and creates classrooms with many learners who have not performed well and are repeating. These repeaters do not receive much remediation and they face much the same programmes in which they failed. The high repetition degrades the oncoming learners and does little for those who repeat.

Over the past 20 years, repetition in Malawi primary school has hovered around 25%, which is by a wide margin above the world best practices as far as repetition percentages are concerned.

Several attempts have been made to bring repetition rates under control, through various policies and strategies, such as the 1992/93 repetition policy, revised in 1995, and a 2011 Circular titled "Guidance on Reduction of Class Sizes, Repetition, and Improvement of Promotion Rates in Public Primary Schools". The Government also included reducing repetition as a priority activity in both ESIP I and II. Despite these, the situation has not changed.

Policy failure has mostly been attributed to the following factors[12]:

- Insufficient discussions at the elaboration stage of the policy process which has affected its effective implementation. Teachers, in particular, are reported to have been left out of the process;

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[12] Grade Promotion Policy July 2018

- The policies were inadequately communicated and disseminated at the school and community levels. This situation negatively affected implementation and subsequently the expected impact;
- The insufficient levels of support, leadership and follow-up from the central to the decentralized levels derailed implementation.

The recently developed *Grade Promotion Policy* (July 2018) under the Malawi Education Sector Improvement Project (MESIP- GPE funded) has incorporated lessons learnt from the previous policies. Policy dissemination, sensitisation and communication at all levels is a key pillar in its rollout to ensure effective and efficient implementation. The policy is expected to increase promotions and reduce repeaters through prioritised strategies that are focused on: attendance and absenteeism; early remedial support and continuous assessment; selective automatic grade promotion; assessment standardization; and core outcome-based grade promotion decisions. The prioritised Grade Promotion Policy interventions are expected to be embedded in the NESIP.

Statistics in the education sector shows that there are in equalities between upper and lower primary grades as well as rural and urban areas (urban areas Mzuzu, Zomba, Lilongwe and Blantyre Cities). While there are general challenges in the availability of teachers and classrooms (PqTR of 70:1; Pupil Permanent Classroom Ratio (PpCR) of 120.9:1 in 2018 respectively) rural areas are slightly worse off than urban areas as shown in the Figure 13 below. Majority of districts have very high PpCR with most over 100 while only Chiradzulu and Neno are reported to be below 70. There are also significant variations in PqTR with some districts like Likoma, Rumphi and Nkhatabay having over 120:1 while others are below 100:1. Refer Table # below

The districts ratios mask intra-district disparities between schools, particularly between remote and less remote schools within the districts and zones. For example though Zomba rural has an average PqTR of 70:1 , schools' PTRs within the district ranges from 6 to 414, a vast disparity (EMIS 2017/18- MLSS).

Figure 13: Average Pupil qualified Teacher Ratio and average Permanent Classroom Ratio in Rural and Urban areas
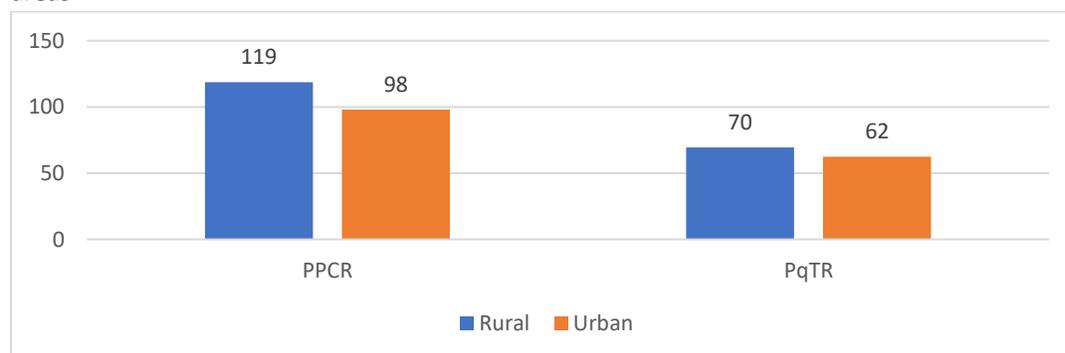
Source: Calculation from EMIS

Few learners have pre-school preparation for entry into the formal system

High repetition and low transition rate from primary to secondary

Absenteeism is high for both learners and teachers . Exercabated by weak school management inspection and supervision.

Inadequate Textbooks and TLMs ; poor learning environment and the academic curriculum may not be relevant to all learners.

Many unqualified teachers and in adequate number of teachers especially in lower grades . Assessment and promotion of teachers is not standardised.

Low instructional time or compliance with class time and low time-on-task

Access and Equity of Primary Education

7.3.2   Quality and Relevance of Primary Education

The main objective of education is to ensure that learning is taking place and that learners acquire the necessary knowledge and skills which they can use for their livelihood as productive citizens.

According to Monitoring of Learning Achievement (MLA) Survey students in Standards 4 and 7, were on average lower in all subject areas except in Chichewa than those recorded in 2012. The majority of learners failed to reach a 40% mark in the national primary curriculum performance standards. Implementation of PCAR has been marred by a number of challenges resulting in low achievement levels in the early years.[13] Achievement levels in literacy and mathematics have been low but with considerable variance in performance. Though learners are showing some improvement , overall performance has been below standards.[14]

From the field reports, the issues in schools are related to the need for a quality instructional programme, consistent and regular attendance by learners and teachers, adequate teaching and learning materials with quality teaching, and effective use of the instructional time available to maximize learning potential.

A number of issues are contributing to low learning outcomes in Malawi and these include:
- Inadequate textbooks with the learner textbook ratio per subject reaching as high as 10:1 in some schools. The national survey, associated with EGRA, shows that learning materials can be scarce in schools even when provided, as sometimes books are locked out by teachers. Reform in primary education or any level will require consideration of the

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[13] Malawi Institute of Education. (October 2008). *Assessment of Learning Achievement in Standards 2 and 5 in English, Mathematics, and Chichewa in Malawian Primary Schools.* The Department of Research, Evaluation, and Policy Studies. (Report after initial OBE implementation from January to October 2008).

[14] Malawi Institute of Education. (April 2010). *Achievement of Standards 3 and 7 Learners in Malawi.* Department of Research, Evaluation and Policy Studies. (Prepared by John Maganga, Liveness Mwale, Aaron Mapondera and Tionge Saka).

complex array of capacity issues;
- The curriculum is not designed for the large numbers of students who leave for whatever reason or are pushed out due to low performance;
- Inadequate ECD services for school readiness and linkage of ECD curriculum to primary education;
- Inadequate classrooms with Pupil Permanent Classroom ratio as high as 121:1. There is poor learning environment due to inadequate school infrastructures affecting both teachers and learners;
- High absenteeism by both learners and teachers;
- Low teacher morale and motivation;
- Low instruction time or compliance with class time and low time on task;
- Low quality of teaching and assessment;
- High pupil qualified teacher ratio (70:1) with higher ratios of over 100 in lower grades;
- Inefficient deployment of teachers and grade allocation not based on demand resulting in variations in PqTR ranging from 45 to 83 among the districts and high PqTR in lower primary education; and
- Non-alignment of rural teacher allowance to teacher deployment is making the incentive provision for rural teachers not effective.
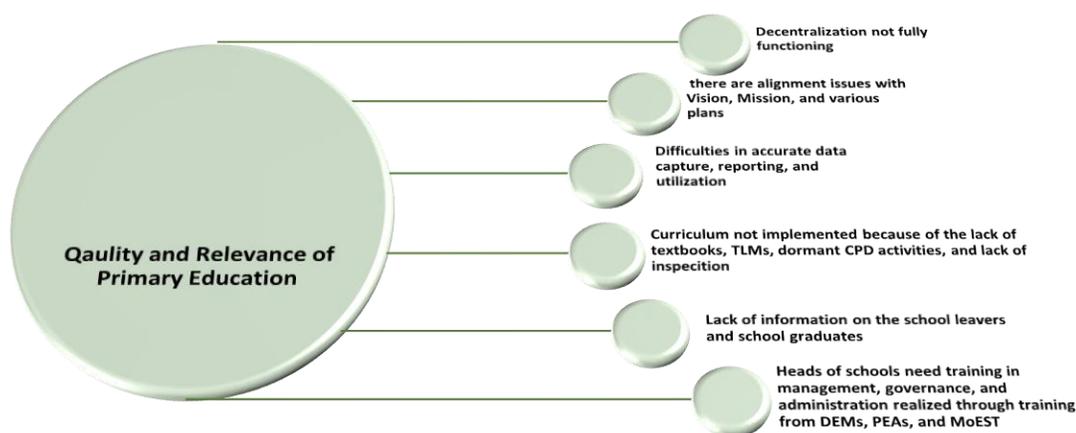
7.3.3   Governance and Management of Primary Education

The governance and management of primary education has been decentralised with most of the functions devolved to local councils. This has resulted in improvements in school based planning of the primary subsector.

However, governance and management of primary education is still facing some challenges as depicted below.

Governance and Management of Primary Education

- Assessment and promotion of teachers is not standaardized
- Insufficient qualified teachers are available in the early standards
- Weak school-based management; need to improve supervision, advisory and inspection support
- Improve adminstion of legal and support mechanisms and improve school supervision, advsory, and inspection
- Low motivation of teachers and little or no supervision or performance management
- Need finance for TLMs and other amenities

The road to quality entails better management in order to have motivated teachers, who are qualified, providing supervision and continuing advice, and making sure the resources are available and well utilized.

Investment and interventions in primary education face the constellation of problems associated with implementation of any programme targeting primary schools. There is considerable variability in capacity and enthusiasm. The key issues lie in large class sizes, overaged children in the classes, inadequate numbers of qualified teachers at the lower levels, inadequate resources, high absenteeism, weak school management, and low focused time on instruction. A well-designed intervention (For example, The *National Reading Programme*) will be compromised unless these deficits can be managed or alleviated. The capacity issues loom over the prospects for any success in improving the quality of teaching and learning.

8   SECONDARY EDUCATION

8.1   Secondary Education Services

Secondary education began in 1941 in Blantyre, Malawi and has grown slowly over the years. Although secondary education is critical to meet the educational goals for skill development, there are still relatively few opportunities and far fewer openings than graduates who would qualify from the PSLCE. The MGDS III targets (1) increased access to secondary education, (2) improved quality of secondary education, and (3) improved governance and management of secondary education. It is likely that these targets will continue beyond the 2017-2022 MGDS cycle, and will continue to be priorities for NESIP.

Secondary Education increases the difficulty and specificity of the basic education contents, with the aim to complement the broad intentions of basic education, while providing the student with an enriched academic basis for higher level education or gainful employment in the informal, private, and public sectors after exiting the school system. A presumption of NESP was that primary education could not sufficiently provide the skills needed for Malawians to cope with the complexities inherent in the socio-economic environment of the world economy. Based on a review process initiated in 2009 to elaborate skills needed, the *Malawi Secondary School Curriculum and Assessment Framework* (2015) set out the rationale and details of a new secondary school curriculum. It was situated within three policy priorities and embedded within a compendium of secondary school relevant policies.

- **Access and equity:** Upgrading and rehabilitating secondary schools, constructing new structures including hostels for girls;
- **Quality and relevance:** Providing teaching and learning materials, adequate and qualified teachers, and enhancing monitoring of the teaching and learning process; and
- **Governance and management:** Enhancing capacity building in management and planning at all levels. Efficient and effective use of teaching and learning materials through the cluster system.

The Framework aimed at helping learners acquire seven sets of essential skills for them to be productive at graduation thus: Citizenship skills; ethical and socio-cultural skills; economic development and environmental management skills; occupational and entrepreneurial skills; practical skills; creativity and resourcefulness skills; and scientific and technological skills.

From Standard 8, the secondary school path is four years until the next selection point, the Malawi School Certificate of Education (MSCE). The Junior Certificate of Education (JCE) was abandoned because it was costly to administer and the JCE had lost importance in the employment market, it has recently been reinstated through presidential decree (March 2020). Therefore, the path of the secondary learner is focused on the dream of university admission. Many schools are not capable to prepare the learners for either the examinations for entrance into the tertiary programme even if they pass the examinations. Some schools in Malawi can be characterized as

successful if the criteria or perceptions are based on completion rates, accountability to the community, examinations pass rates, and transition into tertiary programmes.

The selection for entry to secondary education is overseen by the Directorate of Secondary and Distance Education. The computer-generated higher scores are provided places at the National Secondary Schools, of which there are four only. In addition to these four National Secondary Schools, there are about 10 grant-aided secondary schools. There are agreements about the proportion that come from the selection process or the schools' own selection process. Remaining students are sent to the district secondary schools according to the location of the primary school. The next level of PSLCE successful graduates are placed in the boarding and day secondary schools, which represent the second-tier level of about 130 schools. The remainder are selected to about 700 CDSSs, which are community owned and developed in areas where there are no other secondary schools. These CDSSs are funded by the communities with teacher salaries paid by the formal system national payroll.

When primary education teachers are shifted into secondary education positions, they remain on the decentralized budget of local government, which funds all primary education teachers. They do not move, as might be expected, to the secondary education national budget. Even the local government budgets for education are part of the larger national education sector budget, and so local governments are merely new distributors of salaries for primary education teachers, even if they are at the secondary level.

Regardless of secondary school tier, the learner has a variety of subjects. All schools teach Chichewa, English, and Mathematics. All in all, there are 26 possible subjects that could be taught at secondary level, and the schools select the ones they will teach based on availability of teachers and resources. There is a core set of 10 subjects, that is, Chichewa, English, Mathematics, chemistry, physics, social science, geography/history, agriculture, biology, and physical education. The electives vary widely. Teachers for these specialized areas are not always available. If the teacher is a science teacher, then they would also cover another subject as well. The younger teacher, qualified in two areas only, handles more courses in many cases by using any subject exposure in the past (thus, these extra courses do not follow their qualification). The provision for teachers is based on a straight ratio of students to teachers, but this does not account for the presence or lack of teachers in an area of specialization. The secondary teacher qualification profile has not changed much over recent years (Figure 14).

Figure 14: Qualifications of Secondary Education Teachers
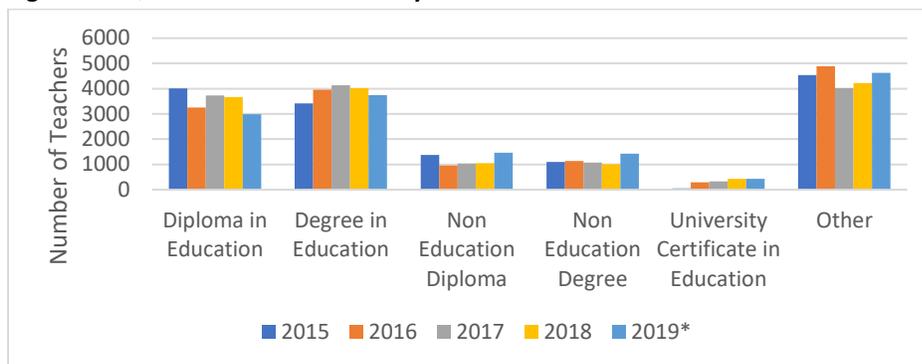
Source: Chung 2019; EMIS 2018

8.2   Progress in Secondary Education

In terms of access and equity, secondary school education enrolment was at 387,569 learners in 2017, a 58.9% growth from 2009. On the other hand, net enrolment rate (NER) was at 15% in 2017 against NESP target of 50%. Transition rate from primary to secondary education was at 38.3% in 2018, an improvement from 36% in 2014, depicting limited access to secondary education in the country.

About 1.6% of total secondary school enrolments is made up of learners with special needs (SNE Learners). This figure reflects increased numbers from less than 2,000 students with SNE in 2009/10 to nearly 5,000 students in 2017/18 enrolment. The largest group of special needs pertains to vision, hearing, learning difficulties, physical, deaf, and blindness;

Gender Parity Index (GPI) has risen from 0.88 in 2014 to 0.92 in 2017. However, there are disparities between regions with the South East Education Division having the highest GPI (0.95) and Shire Highlands Education Division with the lowest GPI at 0.87.

Role models in secondary education are mostly for male students. Most secondary education teachers are male. The progress on gender representation is minimal as shown in Figure 15 below.

Figure 15: Gender Parity Index for Secondary Education
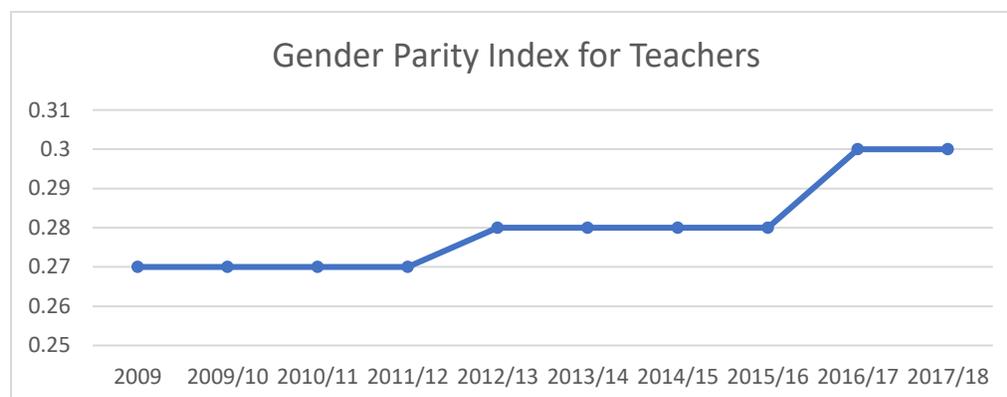
Source: Chung 2019; EMIS 2018

To increase access to secondary education, the Ministry introduced the Open Secondary Schools (OSS) that offer secondary education to learners who pass the PSLCE but are not selected into secondary schools due to limited space. The total number of secondary schools has increased from 1,127 in 2009/10 to 1,487 in 2017/18, representing a 31.9% increase in secondary schools. Over the past five years, the average breakdown between private and public is 24% and 76% respectively. ESIP II had intended for private education to increase to about 33% of all secondary schools.

The number of beneficiaries of secondary school bursaries has tremendously increased by 288% from 3,165 in 2010 to 14,499 in 2018. This is Government funded only. MoEST introduced the secondary school bursary scheme in order to increase access and retention of boys and girls in secondary education. The bursaries target orphans and other vulnerable students attending secondary education in the country. There are a number of other bursaries being provided by various organisations as in Table 7. In 2017/18, it was reported that 24,336 students including government funded, benefitted from various bursaries and scholarship schemes for secondary education surpassing the target of 12,000 students.

Table 7: Bursary and Scholarship Schemes for Secondary Education

Bursary Provider	Number of Girls	Number of Boys	Total
Government	6,143	8,306	14,449
UNICEF	3,586	51	3,637
CAMFED (includes DFID fund)	4,474		4,474
ISEM	1,573		1,573
Press Trust	101	101	202
Total	15,877	8,459	24,336

The dropout rate at secondary education level has been on the rise and it was at 10.9% in 2018 with more girls dropping out compared to boys (13.4 % girls, 8.5% boys). Fees has been a major reason for dropout for both boys and girls at secondary school level. The impact of the recent reduction in school cost arising from the declaration on removal of fees in secondary education is yet to be realised.

There has been progress towards improving the quality and relevance of secondary education. The secondary school curriculum was successfully reviewed in 2014. The number of unqualified teachers in secondary system is decreasing with secondary student qualified teacher ratio of 41:1 in 2018, an improvement from a secondary student qualified teacher ratio of 62:1 in 2007. However, this ratio does not reflect the pre-requisite subject specialization and combination for teachers since, at secondary school level, teachers do not teach all subjects. The pronounced gaps exist in Science, Technology, Engineering and Mathematics (STEM) subjects. The demand for STEM teachers is still very high in secondary schools.

Various construction efforts underway will provide the additional spaces for expanded enrolment and the EQUALS and ISEM II activities provide institutional development components to improve the programming in secondary education, particularly in CDSSs, where there are the majority of secondary students. The construction is being complemented with investments in quality improvement of the secondary programme.

Table 8: Secondary School Construction Plans

Development Partner	Intervention and Activity	Funding
European Union	Expansion of 21 CDSSs	EUR 36.5 million
USAID	Construction of 250 new CDSSs	U$90 million
SAVE the Children	Expansion of 10 CDSSs in cities	U$15 million
World Food Programme	Construction of 5 CDSSs	U$5 million
UNICEF	Provision of WASH facilities, formation of Girls' Education Trust Fund	U$5 million
World Bank	EQUALS improving Secondary Education	US$90 million

Secondary education is also having a boost in resources provided by the World Bank's $90 million Equity and Quality Education at Secondary (EQUALS) project. The project has several important objectives for improving secondary education for future learners. EQUALS science and mathematics curriculum emphasis are aimed at STEM labour markets but of course, the programme is highly academic and aims at enhancing the productive skills for a select set of secondary school students.

A major reform effort is devoted to the decentralization of secondary education to bring it closer to the communities and regions associated with the schools. The *Decentralization Policy* (1998) and *Education Decentralization Plan* (2014) envisage the establishment of functional structures at district, cluster, and school level for the decentralization of secondary education. Decentralization

is operationalized under ISEM I through the *Secondary Education Decentralization Roadmap* (2019). The policy assigns to the District Councils and the District Education Managers (DEMs) the role as the lead managers in the decentralization. They will serve the functions, roles, and responsibilities necessary to all districts, clusters, and schools. In line with the respective strategic outcomes under MDGS III, this process will be supported through ISEM II.

Problems affecting girls' education in Malawi are multifaceted and prevalent at all levels of the girls' life at school, community, or even at home. Some of stresses are cultural and traditional (negative attitude towards girls' education, exposure to teen marriage and early childbearing); some are economical (household poverty/household chores and responsibilities); and yet others are school system and policy related (poor learning environment, poor sanitation, and long distances to school). ISEM I adopted the holistic approach in its interventions geared towards keeping girls in school, and this will be continued under ISEM II, employing incentives such as bursaries and bicycle schemes for girls, construction of hostels, toilets, and sanitation facilities, and psychosocial support measures. USAID, through the Secondary Expansion for Educational Development (SEED) project and the AMAA (roughly translated as "give girls a chance to learn") projects, has committed to refurbishing some urban schools in key districts with high incidence of health issues, and constructing 250 new secondary schools in remote rural districts. Save the Children is currently expanding 10 CDSSs in urban centres and these will have improved facilities. These investments not only increase secondary school places available for graduates of primary education; but they are also places closer to communities so that girls can more easily attend.

8.3   Challenges Affecting Secondary Education

8.3.1   Access and Equity of Secondary Education

Access and transition from primary to secondary education are at NER (16%) and 38.4%, respectively, as registered in 2018. The secondary education programme has fewer schools than required to accommodate all candidates eligible for entry. Between 2009 and 2018, the total number of secondary schools increased from 1,127 (285 private) to 1,486 (353 private); and related enrolment went up from 243,838 to 387,569 students. In 2009, there were 842 public schools and 285 private schools while in 2018, there were 1,123 public schools and 353 private schools, respectively, of which CDSS's were 527 in 2010/11 and 676 in 2015/16. The number of Open Secondary Schools (OSS) was 64 in 2011/12 and 304 in 2017/18. The Open Secondary Schools has become a way for   students who pass the PSLCE but couldn't find places.

Secondary education is recognized as critical for real employment skills development; but it also constitutes a complex level of education, both in terms of adolescent development and also in terms of moving the academic agenda to a more difficult level. Malawi has an adult literacy rate of 65.75% (73% for male and 59% for female) and the percentage of females and males aged 25+ that have some secondary education is as low as 21.1% (16.7% and 25.4%, respectively). These are among the lowest education statistics of sub-Saharan Africa. Furthermore, access levels to secondary education are still very low compared to regional counterparts, with fewer opportunities

for the poor.

Only an educated and skilled population will help Malawi achieve accelerated economic growth and attainment of the socio-economic development goals. Currently, there is a massive wastage at the end of primary education, where only 38.4% of primary education graduates, who qualified to enrol in secondary schools are absorbed into existing places in public and private secondary schools. The overall GER for secondary education in 2018 was 24.8%, meaning that only 387,569 students actually got enrolled while full enrolment would have been 1.5 million youth selected to secondary schools, which is over 4 times what is actually enrolled. The NER for age-appropriate enrolment in secondary education is about 15% both for boys and girls over the last five years, indicating a long way to go for adequate coverage and access.

The low access to secondary education is attributed to:

- Limited number of secondary schools as well as teaching and learning infrastructure in existing school;
- Long distances between primary feeder schools to secondary schools;
- High cost of secondary education for learners and this limits access especially to OVCs;
- Secondary school infrastructure, amenities and other facilities are not conducive for female and SNE learners. Statistics indicate that there are more male than female learners in secondary schools as reflected by the GPI of 0.92;
- Access for students with SNE is affected by limited specialist teachers as well as relevant teaching and learning materials and infrastructure; and
- Access to secondary schooling has been and still is inversely related to rural location.
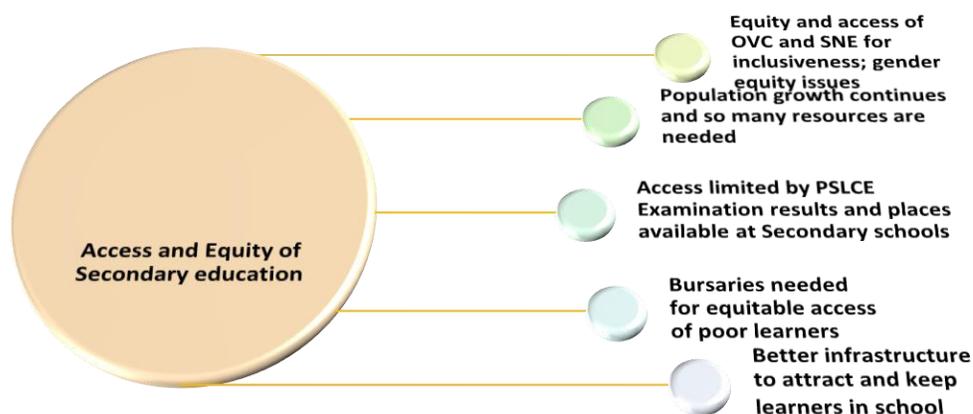
8.3.2 Quality and Relevance of Secondary Education

National examination pass rates can be used as a reflection of acquiring learning outcomes. A higher pass rate is always desirable among stakeholders. Even though the proportion of learners passing MSCE examinations has increased from 32.69% in 2008 to 63% in 2018, the quality of secondary education is still low. There is high variation in instructional quality evident in differential and generally low achievement of secondary school students at the Malawi School

Certificate of Education (MSCE) level as reported in the World Bank Status Report of 2010. The Government secondary schools and boarding schools, and private secondary schools perform better than the other school types as in the Figure 16 below.

Figure 16: MSCE Pass Rates by School Type 2019
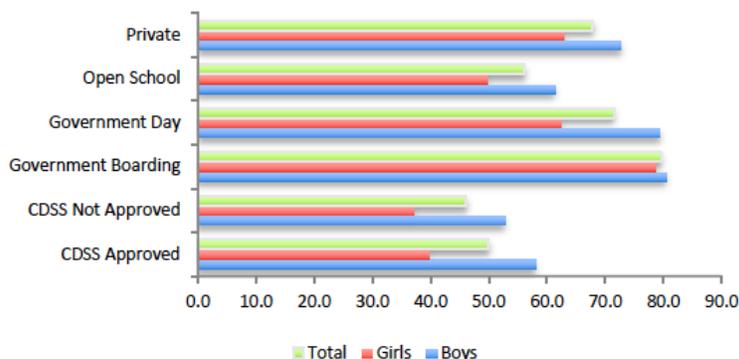
There are a number of factors affecting quality including:

- Secondary schools have many unqualified teachers (about 60%), with 81% of teachers unqualified in Community Day Secondary Schools (CDSS) and 27% in non-CDSSs. There are inadequate qualified teachers especially in STEM subjects. As a result, there are teachers who teach in subject areas in which they are not specialised. According to EMIS, about 17 subjects are lacking sufficient qualified teachers notably, Life Skills, Agriculture, Social Studies, Chichewa, Physical Science, Latin and Additional Mathematics. On the other hand, many other subjects have far more qualified teachers in other subject areas such as Home Economics, Technical Drawing, Metalwork, and Woodwork. Even the larger percentage areas indicate recruitment and allocation problems, exceeding the establishment posts in many positions and under-provisions of teachers in needed areas. The *Secondary Education Capacity Gap Analysis*[15] yielded a list of gaps for the effective implementation of the NESP;
- There is also inadequate infrastructure for the curriculum offered and most CDSS' do not have the science laboratories and/or workshops;
- Absence of adapted curriculum, methodology, teaching and learning materials to incorporate inclusive education. The average learner textbook ratio is at 4.8 (Figure 17) with Mathematics and English at 3:1 and 2:1, respectively. Schools don't have a budget for science materials, which are often provided irregularly by projects when possible; and
- There is no TLM policy for maintaining the availability, even though a draft has been available for a long time, and there is also no budget. There is an aging textbook policy which mostly had to do with ownership and authorship and minimum ratios for textbooks; but not to the individual school or subject area needs.

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[15] McLaughline, S. (March 2010). Secondary Education Gap Analysis. In Snyder, C.W., Jr., & Kamanga, R. with Tate, S.A. & McLaughlin, S. Malawi Education Sector Capacity Development Strategy and Capacity Situational Analysis.

Figure 17: Textbooks per Pupil

TEXTBOOK PUPIL RATIO

■ Primary ■ Secondary

TEXTBOOKS PER PUPIL

2015: Primary 2.6, Secondary 2.4
2016: Primary 3.9, Secondary 2.5
2017: Primary 3.6, Secondary 3.5
2018: Primary 3.1, Secondary 2.2
2019*: Primary 5.6, Secondary 4.8
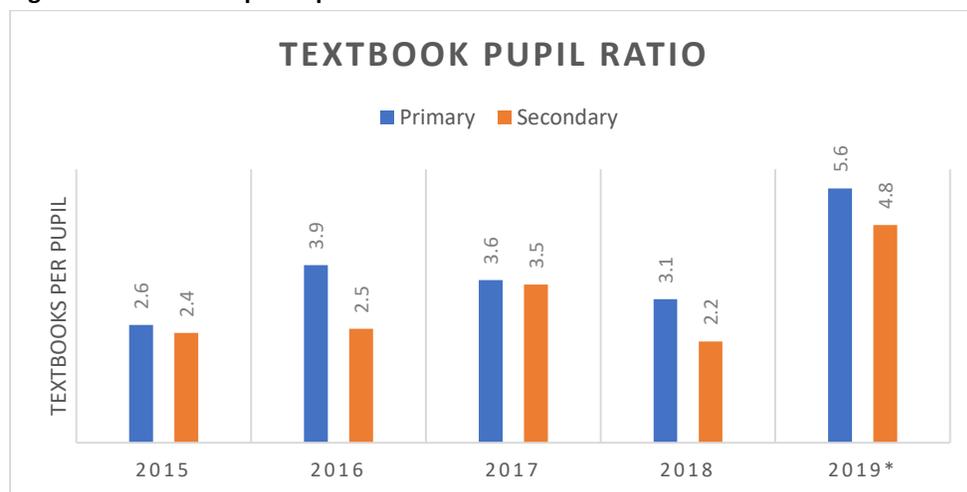
Source: Chung 2019; EMIS 2018

The move to secondary school for those who are chosen does not imply that everyone will complete the secondary education programme within their four years in secondary schools. There are a number of students who repeat a class because their performance is not satisfactory to be promoted to the next grade. Repetition is more pronounced in the senior classes of the secondary education while in the lower classes, particularly in Form One, virtually no one repeats a class (Figure 18).

Figure 18: Secondary Education Repetition Rates

Repetition Rate, Secondary

Repetition Rate

Form 1 Male, Form 1 Female, Form 2 Male, Form 2 Female, Form 3 Male, Form 3 Female, Form 4 Male, Form 4 Female

■ 2015 ■ 2016 ■ 2017 ■ 2018 ■ 2019*
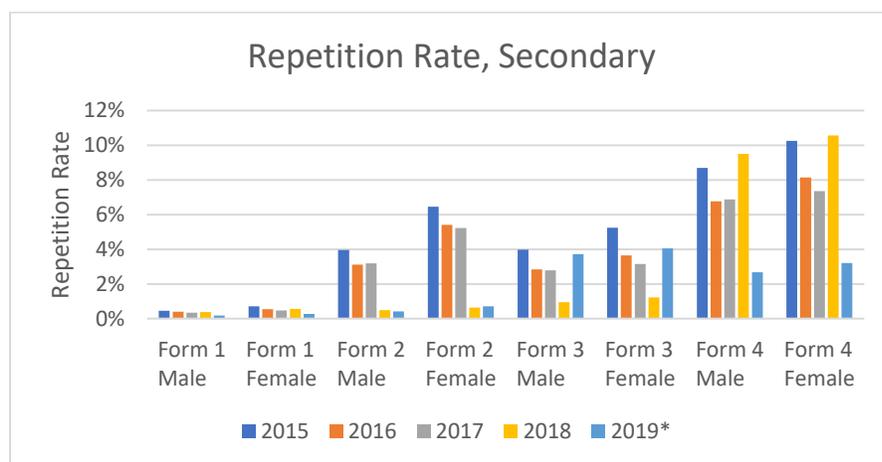
Source: Chung 2019; EMIS

Completion rates remain consistent and low. Quality issues are at the centre; but even access possibilities limit entry to secondary schools that would constitute a continuous programme to pertinent skills development to address the marketability and potential of school leavers to contribute to poverty alleviation, uplifting more families from poverty levels, and providing needed skills availability for private sector development.

Figure 19: Secondary Education Completion Rates

17 YEAR OLD SECONDARY COMPLETION RATE

■ Boys ■ Girls ■ Both

COMPLETION RATE

	2015	2016	2017	2018	2019*
Boys		24%	26%	24%	
Girls		20%	22%	20%	
Both		22%	24%	22%	

Source: Chung 2019; EMIS 2018

Qaulity and Relevance of Secondary Education

- Poor mathematics and science instructions, particularly in CDSSs
- Large proportion of unqualified teachers, many of them are primary teachers
- Limited availability of textbooks and TLMs, and curriculum is too wide and teachers not available
- Teachers often qualified but not in the subjects they teach
- Need improved supervision, advisory, and inspection for continuous improvement, including CPD

Curricular relevance relates both to the connection of subject matter to students' surrounding environment and the mission of secondary schooling itself. Many teachers do not believe that their instructional subject matter reflects the current knowledge and standards in their fields. This suggests that the secondary curriculum compares well with the pre-requisites for academic higher education and that achievement differences between schools probably reflect differences in teaching ability and the learning environments. However, with 26 subjects, there is broad agreement that these are far too many to cover (only 12 are in fact usually available). The variety does not, in fact, reflect options for those who will not continue.

Focusing solely on university education as the end point of education creates a conflicted mission for education. The underlying question is the suitability of this content, however well taught and current, for most Malawian students of secondary school age. The fact that this question is being asked represents a fundamental shift in thinking about how best to prepare youth for adult roles. Earlier in the post-independence period, it was axiomatic that the role of secondary schools was to produce young workers for the government's civil service. This could and often did lead into

academic studies at the university level. Other curricular elements tempered this basic academic focus in earlier decades. Some secondary schools offered vocational courses in carpentry, mechanics, or metalworking as well as in home economics and tailoring, which are all but abandoned by schools today. While not sufficient for certification, these courses did orient students with non-academic inclinations to a range of other career possibilities.

The academic focus throughout primary and secondary education held firm as an appropriate orientation as long as the employment payoff was clear. In more recent decades the number of white-collar public-sector jobs has fallen short of the number of secondary school graduates seeking them. The job shortfall raises a basic question: Does the mission of an academic secondary education make sense for the current economic development, labour market conditions, and social structure of Malawi? There is disagreement on the answer to this question. Some teachers believe that secondary schools are, indeed, preparatory programs for university level studies or, alternatively, future jobs that require broad, but basic knowledge and competent analytical and numerical skills.

At least an equal number of teachers interviewed through ESA consultations, feel that, because so few secondary graduates will successfully transition to academic higher education, the majority of students would be better served if exposed to a range of other subjects and more practical experiences. It is uncertain, however, whether current secondary students would welcome any modification of the prevailing academic focus of the secondary school mission. The secondary curriculum is already burdened with double-digit course possibilities. However, many teachers believe the time has come to ask whether the mission of secondary schooling should be broadened or re-configured to better reflect the real choices facing secondary school leavers and completer

8.3.3   Governance and Management of Secondary Education

Secondary education will benefit in this next plan phase from many development partners initiatives as discussed earlier. These initiatives can be part of the strategic levers because they are fully funded and they have broad implications for the future projects and their funding.[16] The task under NESIP is to ensure they become embedded in the system plans and not left as isolated efforts, whose effect will fade with the funding and project close.

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[16] The record on past investments is not stellar. "The Independent Evaluation Group (IEG) performance report (2010) on the last Malawi Secondary Education Project (2004-2009) rated the developmental outcome of the project unsatisfactory arising from the following: (i) weak supervision of the civil works, delayed procurement processing, high bid prices and delayed deliveries by contractors, late safeguards processes and poor contract management practices; (ii) leaving textbook purchases to the discretion of schools without appropriate teacher training in their use; (iii) non-implementable large-scale curriculum reforms in the classrooms which compound teaching- learning challenges; and (iv) lack of specific elements for improving learning conditions in schools where the majority of students are." And, "The Implementation Completion and Results (ICRs) for the 2010-2015 Project to Improve Education Quality in Malawi (PIQEM) and the 2005-2010 Education Sector Support Project 141 further stress challenges with civil works and instructional material provision." Implementation is a perennial problem for donor supported activities. The system has many unexpected ambiguities and weaknesses.

OFFICIAL

A number of governance and management issues are affecting the subsector including:

- District roles are unclear, with little collaboration at the secondary school level with either divisions or secondary schools, limiting decentralization possibilities without new mechanisms;
- Division roles are also unclear, and their roles are changing as new organizational arrangements are considered. Divisions are also understaffed to provide needed support to the secondary schools;
- Performance Management system is in place but it is not working because of vacancies and wide gaps between supervisors and the line staff they supervise;
- Inadequate management and leadership to articulate the mission of an organizational unit (school) and also direct detailed attention to implementing the unit's goals and objectives;
- There are major problems in recruitment, training, incentives, and retention of teachers, especially qualified and female teachers. Deployment is carried out in various ways and for various reasons; but this often results in mis-deployment in terms of potential reductions in Pupil-Teacher Ratio;
- Inadequate teacher houses to retain teachers, especially women in the rural areas;
- Misalignment of secondary school mission with its exclusive emphasis on academic preparation without recognition of the large number of students who do not go on to university or tertiary education;
- Underfunding of secondary schools that primarily serve the poor and rural residents; and
- Student selection procedures are not uniform due to differences in available spaces in different districts, denying access even to high achievers in competitive districts;

Governance and Management secondary Education

- Teachers not systematically deployed or promoted
- Decentralization clarifications and implementation
- Training of Headteachers needed and inclusion of quality assurance and performance management schemes
- Improved governance, management and administration, possibly linked to decentralization
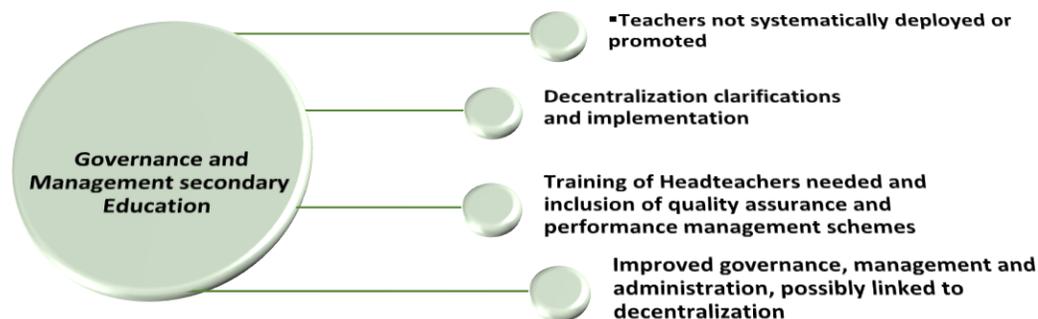
9 TEACHER EDUCATION

9.1 Teacher Education Services

Teachers are vital to the quality of the education programme. Primary education teachers have different training needs from secondary education teachers and these programmes should be considered separately even though there are similarities in their issues. As enrolment at primary level increases, the number of teachers trained will also have to increase to meet the growing demand. At secondary level more qualified subject specific teachers are required.

Teachers are the key component of primary and secondary education, and their preparation is the foundation for delivering the education programme. The main qualification for teachers at primary education level is a school certificate, either JCE or MSCE. While secondary teachers are supposed to be University graduates with specialised teaching subjects.

9.2 Progress in Teacher Education.

The number of qualified teachers in primary schools has increased resulting in improved Pupil Qualified Teacher Ratio (PQTR) from 92:1 in 2009 to 70:1 in 2018 against the target PQTR of 60:1 in NESP, implying that there is still shortage of qualified teachers in the primary schools. Since 2014/15 until the expiration of ESIP II in 2017/18, the sector recruited and deployed 39,900 primary school teachers. It was reported that an additional 3,857 primary school teachers will be recruited in 2019/20 to further improve the PqTR.

The teacher education sub-sector recorded a number of achievements during the period under the implementation of the NESP as follows:

- The Ministry implemented the National Strategy for Teacher Education and Development (NSTED) 2007-2017 focusing on Primary and Secondary Education and spelling out the plan for the development of teacher education, teacher management, and financing for teacher education and development;
- The Initial Primary Teacher Education curriculum was successfully reviewed during the implementation of the NESP;
- In terms of access, enrolment of teacher trainees has improved by more than 40 percent in the past five years;
- Two Primary and one Secondary Teachers Training Colleges were constructed and inaugurated. Three new Primary Teachers Training Colleges are currently under construction. There has been improvement of staffing levels in Primary Teachers Training Colleges by more than 36 percent; and
- Continuous Professional Development (CPD) framework was developed to guide the implementation of in-service training and career progression for teachers.

9.3   Challenges affecting Teacher Education

9.3.1   Access and Equity of Teacher Education

- Enrolment in both public and private primary TTCs has increased from 3,749 in 2008 to 7,373 in 2018. Despite this increase, there is a need to train more teachers to reduce the high pupil teacher ratio currently at 70:1. There is still high demand for primary teachers with a total of 118,314 required to meet 60:1 target and the enrolment increase by 2030 as shown in the figure 20 below:

Figure 20: Projected number of primary teachers
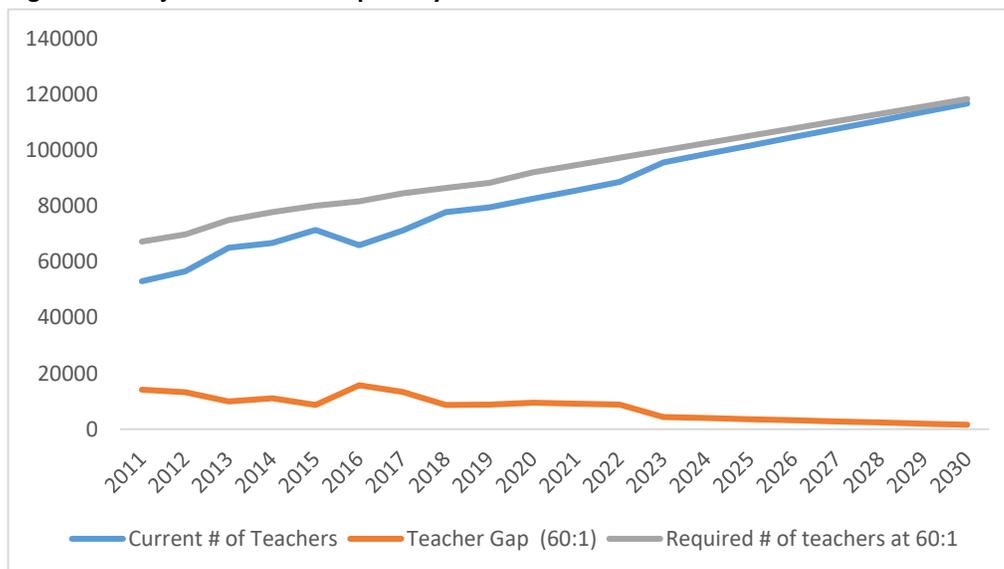
Source: MOEST 2019

- Of the nearly 4,490 students in Public Primary TTCs, male participants are twice the number of female teacher students;
- There are still shortages of secondary school teachers especially in STEM subjects. Currently there are about 12,663 teachers in secondary school against the required 26,000 teachers; Secondary schools have many unqualified teachers (about 60%), with 81% of teachers unqualified in CDSS and only 27% in non-CDSSs and STEM;
- Enrolment of teacher trainees into TTCs is limited by inadequate infrastructure; and
- Access to TTCs by special needs trainees is restricted by inadequate necessary materials to facilitate their learning.

Access and Equity of Teacher Education

Need increased access for female teacher trainees

Need expansion of teacher student intake for both regular and special needs trainees

Construction and refurbishment of TTCs, INSET centres, hostels, classrooms, laboratories, staff houses and demonstration schools for increased teacher education programmes

9.3.2   Quality and relevance of Teacher Education:

The quality of teachers produced from TTCs will mainly be reflected by the performance of the learners they teach when in service. However, the following are the challenges:

- Pre-service teacher training curriculum doesn't prepare trainees for the reality on the ground in terms of large classes;
- Under-qualified TTC tutors as most of them are secondary school teachers with limited primary education pedagogical skills;
- There is poor performance management of teachers and limited review of their training curriculum to enable improvements;
- Dilapidated infrastructure (hostels and laboratories) in some of the TTCs which affect the learning process;
- Inadequate teaching and learning materials in TTCs;
- Minimum qualification for primary school teachers remains at certificate level which is low compared to other countries in the region; and
- There are approximately 83,399 teachers in primary education with 45,854 males and 37,545 females, and about 89% of teachers have MSCE qualifications and 9% with JCE qualifications. Very few come with higher credentials as shown in figure 21.

Figure 21: Qualifications of Primary Education Teachers

Source: Chung 2019; EMIS

Qaulity and Relevance of Teacher Education

- Inadequacy of the TTCs and poor preparation for large class sizes that exist outside urban areas
- Disparities in availability of qualified teachers in rural schools with lower number of qualified teachers than needed across the system, particularly STEM
- Inadequate CPD and in-service provisions for instructional improvement
- Improve advisory and inspection activities; quality assurance not actively pursued
- Poor performance management or even attempts for review and improvement
- Unfair hiring and promotion practices and bias in appointments and locations

9.3.3   Governance and Management of Teacher Education

Governance and management still remains a challenge for the teacher education to adequately produce quality teachers that meet the demand in both primary and secondary education. The key challenges are the following:

- Inadequacy of the teacher education management information system is affecting efficient planning and support for teacher development;
- Inadequate CPD and in-service provisions for instructional improvement is affecting teacher education exacerbated by inadequate advisory and inspection activities;
- Ineffective implementation of the CDP framework including the career path;
- Weak governance structures for teacher training institutions; and
- Under the decentralization arrangements the teachers are under the authority of the local governments in the districts, and deployment is, theoretically, determined by needs in various school under each council. Districts vary in their ability to locate teachers where the needs are greatest; but the intent is better than it was earlier;

Governance and Management of Teacher Education

- Inadequacy of the teacher education management information system
- Need for professional capacity in planning and monitoring and supervision
- Lecturers trained as secondary school teachers with content expertise; need to conceptualize instructor training so that they have pedagogical skills as well
- Expand library capacities in the teacher education institutions
- Inadequate governance and management of teacher education
- Inadequate inspection and supervision of teacher education

10   HIGHER EDUCATION

10.1 Higher Education Services

Entry into higher education requires a competitively high score in the Malawi School Certificate of Education (MSCE) examination. For the learners who get access to higher education, the universities, colleges, and technical institutes vary in quality and offerings. Costs are the first consideration. Students, who are financially unable to afford fees, have access to the Higher Education Students' Loans and Grants Board (HESLGB), which is mandated, by the *HESLGB Act number 2 of 2015*, to annually disburse loans to needy and deserving students who are pursuing accredited programs in accredited public and private higher education institutions.

The Higher Education sub-sector comprises four Public universities: University of Malawi, Mzuzu University (MZUNI), Lilongwe University of Agriculture and Natural Resources (LUANAR) and Malawi University of Science and Technology (MUST). In addition, there are about 30 private universities under the higher education subsector out of which, 15 universities have now been registered and accredited by the National Council for Higher Education (NCHE).

10.2 Progress in Higher Education

Student enrolment in higher education institutions was at 30,972 in 2018, an increase from 8,168 students enrolled in 2008. Female enrolment in public universities increased from 33% in 2008 to 37.5% in 2018 as a result of Government's affirmative action. However, female enrolment remains lower than male students.

To increase access, a number of public universities have been established and expanded to increase some spaces and accommodate more students. For example, the Ministry established the Malawi University of Science and Technology and Lilongwe University of Agriculture and Natural Resources and expanded the physical infrastructure in existing public universities such as University of Malawi and Mzuzu University. Besides, construction of new universities and other innovative ODL approaches in higher education are expected to further increase access to higher education in Malawi.

The constituent colleges of the University of Malawi have been delinked into three new universities to further increase access to higher education and improve governance and management of the public universities. Recently, it was reported that Chancellor College will become the University of Malawi, the College of Medicine and Kamuzu College of Nursing will be merged to become Kamuzu University of Health Sciences and the Polytechnic will become Malawi University of Business and Applied Sciences. These rationalizations plus the operationalization of a Performance Management Systems (PMS) Policy are designed to improve the structure and management of higher education. New private sector funded scholarships, and industrial attachment programmes, plus industry involvement in curriculum reviews should improve relevance as well. Expanded distance and eLearning programmes, more computers, and

progress on support and retention of girls and disadvantaged students will improve access. NCHE is developing HEMIS hosted at Chancellor College, and will soon be on a NCHE website for full operationalization and improved communication.

These initial actions will suggest other emergent possibilities and directions for the facilitation of academic work that is relevant to Malawi and expand the opportunities for research. As these actions are evaluated, better focus may be possible and a wider array of institutions may activate mechanisms that have a proven track record. Research will become more prominent in higher education to contribute to a pool of knowledge and development despite the high costs of operation. Fostering the research culture is more complicated, but it is crucial to the value of universities for development.

Additionally, more places have been made available through expansion of existing institutions. The higher education subsector under the Higher Education Science and Technology (HEST) Project has expanded the infrastructure in various public universities, including Mzuzu University, University of Malawi (Chancellor College and Polytechnic), and the four Technical Colleges: Lilongwe, Salima, Soche, and Nasawa. The construction of laboratories and the ICT Centre has been completed at Chancellor College. For the Polytechnic the infrastructure for laboratories and classrooms has been completed and more is contemplated under the project. For Mzuzu, construction work has been completed for the laboratories and the Open and Distance E-learning Centre. The project is being funded by African Development Bank (AfDB), Nigerian Trust Fund, and Malawi Government. This Project will ensure that there is quality and conducive teaching and learning environments in addition to improved equitable access to higher education by the increased enrolment particularly through e-learning and ODL.

To ensure equitable access, Higher Education Students' Loans and Grants Board was established to oversee and provide the loans to students who could not afford the payment of the fees in both private and public accredited universities. The number of student accessing loans has increased over the years. For example, a total of 13,035 students (8,212 males and 4,823 females) from both public and private universities were offered loans in 2018. However, there are difficulties in collecting due loans and the number of applicants is high, therefore not able to cover all eligible students.

The National Council for Higher Education (NCHE) was established to champion the quality and access of higher education through accreditation of both public and private institutions. This has resulted into the establishment of more private higher institutions in the country in the quest to increase transition rates from secondary to high education.

To improve quality, the subsector has also established the Africa Centres of Excellence for Eastern and Southern Africa in Malawi. At Lilongwe University of Agriculture and Natural Resources (LUANAR) there is an Africa Centre of Excellence for Aquaculture and Fisheries Science (Aqua Fish) Centre that will add resources and skill possibilities. The purpose is to foster innovation and entrepreneurship in preparing highly skilled agricultural scientists for improved aquaculture and fisheries management to enhance food, nutrition, and economic security in this region. Additionally, College of Medicine's Africa Centre of Excellence for Public Health and Herbal

Medicine is conducting research in public health and in the identification of commonly used medicinal plants and quality assurance of herbal medicines used for the treatment of malaria, maternal health, HIV, and AIDS, and non-communicable diseases. This will expand the possibilities for talented researchers and students, which will not only benefit Malawi but also the whole of the Eastern and Southern Africa Region. The Centres expand educational opportunities and is also attracting some international students to pursue Masters and PhD courses.

The three keys to university education contribution to societal and individual development are the legal bases of university education, its access and equity, and its quality, including the fostering of a research culture. The Higher Education Bill and Higher Education Qualification Framework have been drafted. These are expected to help organize university and college delivery. Availability is being arranged around e-learning which basically abandons the expensive brick and mortar campuses and enables higher education to be less geographically dependent. This seems to be a future direction for most education, and certainly, higher education.

10.3 Challenges affecting Higher Education

10.3.1   Access and Equity of Higher Education

There has been an increase in both public and private universities with the latter being more. Selection into the public and some private institutions is competitive and only few secondary school graduates compete successfully. There are limited opportunities for students with disability to access higher education because most of the higher education institutions do not have disability friendly infrastructures. The National Council for Higher Education harmonised selection report of 2018 observed that less than 30% of those that are eligible are enrolled in public universities.

The high cost of higher education limits access for the needy and vulnerable students and the higher education loan scheme has some inefficiencies. In terms of gender, most females are not able to effectively compete for university entry, a reflection of gender disparities at MSCE performance. In addition, there are limited bridging programmes for vulnerable learners or other learners with low potential to enable them access university education.

There are also geographical constraints in accessing higher education with those living in urban areas easily accessing higher education than those in rural areas. For example, in 2019, a total of 1,046 students were selected to the four public universities from CDSS as reflected in the NCHE Harmonised Selection Report 2019, representing 18% of the total number selected, and yet there are more CDSS than Conventional Secondary Schools in Malawi. In this respect, it is worth noting that most CDSS are in the remote areas and attended by students from low socio-economic background (MacJessie, 2015). The quality of education in CDSS is also poorer than the other secondary schools.

There are strides to increase access to higher education through introduction of ODL and e-learning

programmes. However, these are not well developed programmes and most of the higher education institutions don't have fully functional ODL systems to make significant impact on increasing access to higher education in Malawi.

10.3.2   Quality and Relevance of Higher Education

The quality and relevance of higher education is mainly affected by the lack of the national qualifications framework for higher education. This has led to other issues including:

- Limited quality control of standards for universities;
- Lecturers are not always appropriately qualified with most universities not meeting the 30% minimum for PhD staff;
- Universities lack quality and relevant research programmes which contribute to the socio-economic development of the country and there are not a lot of research programmes to engage learners;
- There is lack of adequate standard teaching and learning infrastructure, particularly for science and technology. In particular, access to higher education is mainly constrained by availability of infrastructure, special needs facilities, girl-friendly facilities and high unit cost (Valeta J. et el, 2016). Less than 30% eligible candidates are selected into public universities at the moment. Even among those that are selected, many are forced to live in sub-standard accommodation, outside the university premises, thereby greatly compromising the quality of learning and ultimately precipitating poor academic performance as has been the case in the recent past (Valeta J.et el, 2016);
- Low alignment to industrial need as a result of minimal industry consultations with private sector in curriculum design and this is greatly affecting the relevance of some of the programmes; and
- The learning environment and learning materials are not conducive for students with special needs education resulting in low enrolment.

Qaulity and Relevance of Higher Education
- Lack of a meaningful and quality research programme
- Need for improved qualifications of lecturers
- Need to upgrade teaching and learning infrastructure, particularly for science and technology
- Need to monitor quality, accreditation standards, and advise government on higher education policy
- Mainstream special needs in all programmes
- Need to enhance capacity, develop, and implement programmes to improve quality and efficiency

10.3.3   Governance and Management of Higher Education

Governance and management of higher education is affected by the following challenges:

- Lack of relevant policies to encourage private investment in higher education resulting in low private sector engagement;
- There is no overarching higher education legislation to govern the establishment and administration of universities. There is no proper formula used by the Ministry of Finance, Economic Planning and Development in funding public universities in Malawi as is the case with other countries in the region. There are no well-defined criteria followed by MoEST in allocating financial resources to public institutions of higher learning in Malawi, except for consideration of student population (Valeta, J. et el, 2016);
- Availability of quality data still remains a challenge; and
- In terms of sexual reproductive health, there is lack of comprehensive interventions to mitigate HIV and AIDS and non-communicable diseases among students and staff.

Governance and Management of Higher Education
- Need for Higher Education Act to define governance and institutionalize the Council for Higher Education
- Improve accreditation and quality assurance mechanisms
- Governance, management and administration should be formalized and uniform across the country
- Mitigate HIV and AIDS among students and staff
- Develop policies to encourage private providers to invest in higher education
- Ineffective organizational management and planning
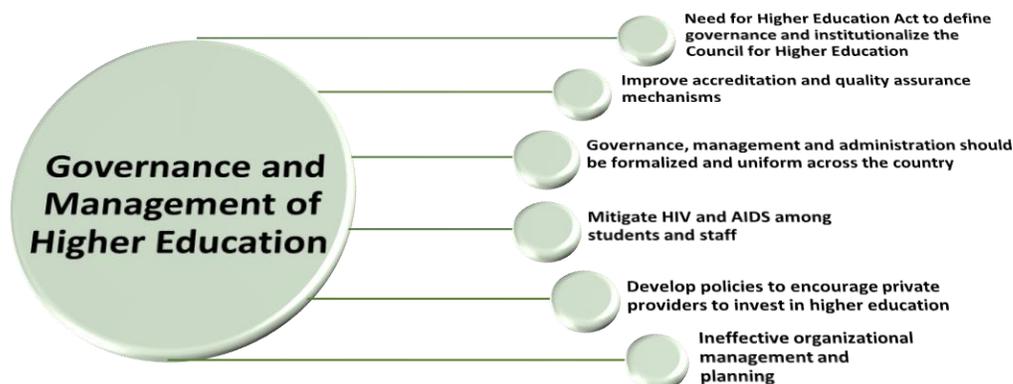
11 TECHNICAL, ENTREPRENEURAL, AND VOCATIONAL EDUCATION AND TRAINING

11.1 TEVET Services

Another option for the secondary school graduate is the technical entrepreneurial and vocational education and training pathway. TEVET aims at providing training that meets the needs of the labour market. It addresses the need for technical and vocational skills. This programme has great promise but it is affected by underfunding, poor equipment, and irrelevant industry linked curriculum.

The TEVET sub-sector indicates that Malawi is still in its infancy in TEVET development. According to *Education System in Malawi*, World Bank (2010), the enrolment into formal TEVET institutions is at 35 per 100,000 inhabitants and this is substantially lower than the proportions in other SADC countries with Lesotho at 110 per 100,000, Mozambique at 130 per 100,000, Botswana at 1,228 per 100,000 and Mauritius at 1,561 per 100,000. The same study also indicated that the unit cost of technical education and training is very high as compared to other nations within the SADC region. Remarkably, girls are underrepresented in all segments of the system with less than 30% of the total enrolment in public and private technical colleges.[17]

11.2 Progress in TEVET Subsector

Over the years, access to TEVET has increased even though it remains low relative to other SADC countries. Secondary school resource centres for technical education are being rehabilitated to enhance access to technical education.

There has been an increase in the number of institutions offering TEVET programmes. Currently, there are seven National Technical Colleges, fourteen Community Technical Colleges, twenty-eight Community Skills Development Centres and fifty-three Private Technical Colleges. Rehabilitation and supply of equipment in technical colleges by Government and Development Partners has positively contributed to increased access though girls' participation remains low.

The amount TEVET levy collected has increased over time from MK954,971,171 in 2010 to 4,773,326,242 in 2017. Some of these resources were used in 2017 to provide equipment and subsidies to 3,131 TEVET trainees and 30 TEVET provider institutions, respectively. To ensure equity TVET institutions are significantly subsidised enabling access for students from low income families. Public Technical colleges fees is at MK15,000 and community technical colleges fees is at MK3,000. Government also sponsors students into private colleges.

The TEVET subsector has also undergone several reforms over the years including: Review of 2013 TEVET Policy, decentralization of management of public technical colleges, enhanced human resource capacity for the Department of Technical and Vocational Training (DTVT), establishment of Interim Assessment and Certification Unit, and the introduction of harmonised

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[17] Ministry of Labour. (2013). *Technical, Entrepreneurial, and Vocational Education and Training (TEVET) Policy.*

curriculum. The sector has also introduced new trades such as Motor Cycle Mechanics, Renewable Energy, Computer Numerical Control (CNC) and Cosmetology. It is expected that these reforms will improve the overall performance of sub-sector.

Recently, the Ministry of Labour, Skills and Innovations undertook to create a "new college model" (see Figure 22) for the technical colleges in Malawi. It covered the various areas of responsibility for technical education.

Figure 22: Malawi New College Model for Technical Colleges

The proposals for the "new college" model cover the key components of college management, academic and student services, and college financial management. The reform elements include:

- **College Management**
  Establishing a Board of Governors; strategic and operational planning; human resources management; Quality Assurance Management; and College Brand, Outreach, and Engagement.

- **Academic and Student Services**
  Student Recruitment and Admissions; Academic Program Development and Delivery; Employer Engagement; Program Quality, Metrics; Student-Centred Services; and Student Organizations.

- **College Financial Management**.
  Financing Colleges; Financial Tracking and Approval Systems; Tuition and Hostel Fees; Income Generating Activities; and Proposals and Projects.

11.3 Challenges Affecting the TEVET Subsector.

11.3.1   Access and Equity of TEVET Subsector

- Lack of adequate and relevant infrastructure including inadequate workshops, sanitary facilities and facilities for learners with special needs is affecting access to TEVET;
- The geographical locations of TEVET training institutions limit access for students across the country; and
- Access by female students remains low with less than 30% of total enrolment in public and private technical colleges being female students. This is partly due to, among other things, stereotypes and cultural beliefs.[18]
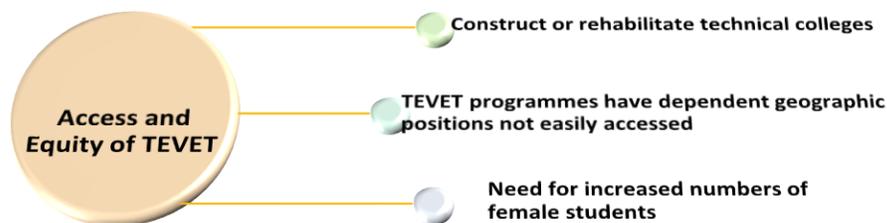
11.3.2   Quality and Relevance of the TEVET Subsector

- There is an acute shortage of qualified instructors in technical colleges. This situation is aggravated by the lack of a technical teacher education strategy;
- Low alignment of the curriculum to prevailing skill needs and the dynamic labour market is affecting the relevance of TEVET;
- There is a lack of adequate and relevant teaching and learning materials;
- Inexistence of inspection and supervision of TEVET in secondary schools and technical colleges is also affecting effectiveness of TEVET subsector; and
- Inefficient examination modalities, certification and mode of assessments, and services in technical college are affecting progression of students.

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[18] Ministry of Labour. (2013). *Technical, Entrepreneurial, and Vocational Education and Training (TEVET) Policy.*

The circle labeled "Qaulity and Relevance of TEVET" connects to the following items:

- Enhance provision and management of relevant equipment and TLMs, bearing in mind gender, special needs, and others.
- Strengthen and improve on examination modalities, certification and mode of assessments, and services in technical colleges so that students have added value within the minimum time possible
- Improve curriculum delivery for technical and vocational teacher training; review and reconsider changes; match skills, attitudes, and knowledge to the labour market demands
- Improve staffing, coordinating and sourcing research in technical studies and commissioned studies
- Strengthen inspection and supervision of TEVET in secondary and technical colleges
- Rehabilitate public technical colleges' infrastructure; review Community Technical Colleges and Community Skills Development Centres

11.3.3   Governance and Management of TEVET Subsector

- The Ministry of Labour, Skills and Innovations is implementing the New College Model to address a total reform of the TEVET programme. This is largely because there are gaps in the TEVETA Act to align with current context with clarity on roles and responsibility for TEVET delivery;
- There is low participation of the private sector in TEVET training provision;
- Despite increase in TEVET levy collection, funding levels to the sub-sector are inadequate and most often erratic;
- In terms of sexual reproductive health, there is lack of comprehensive interventions to mitigate HIV and AIDS and non-communicable diseases among students and staff; and
- Lack of comprehensive data for evidence based policy development and decision making processes.

The circle labeled "Governance and Management of TEVET" connects to the following items:

- Review and revise TEVETA Act to address role in the sector
- Promote private sector participation in providing training
- Governance, management and administration should be reformed; funding is erratic; DTVT is unable to serve the sector
- Mitigate HIV/AIDS among students and staff
- Develop TEVET management information system
- Improve instructor recruitment and training; vacant positions and limited capacity to present some programmes

12   OUT-OF-SCHOOL YOUTH

12.1 Out-of-School Youth Services

Out-of-school Youth Services (OSY) exist throughout Africa, some labelled Accelerated Learning. There are at least three important requirements for such programmes to meet their objectives: The programmes must directly target their outcomes, resemble training more than education because there is limited time, there must be well-recognized intent on the development of a quality programme (participants have to believe that their efforts are recognized as important, as they would be part of the formal system), and participants must attend programmes regularly (which is not so different from regular schooling).

2,389,008 children aged 6-17 have been identified as being out of school (NSO 2018). There are two programmes in the sector that are reaching out to these children. Out of School Youth and functional literacy under Ministry of Youth Sports and Culture and Complementary Basic Education in the Basic Directorate.

Through CBE Programme, Malawi aims at providing education opportunities to out-of-school children between the ages of 9 and 17 years. CBE is accelerated learning programme with an emphasis on literacy and numeracy, healthy living, citizenship, livelihoods, agriculture and environment.

12.2 Progress in the Out of School Youth Subsector

Between 2015 and 2018/19, there were 14,895 youth (all females) enrolled in the Out of School Functional Literacy classes aged 15 to 21 years in 3 districts, with 11,674 graduating from the classes. In the first half of 2019/20, 174 learning centres are operating in 9 districts, reaching about 6,000 learners. All the centres are operating in rural areas.

Since 2006, there has been an increase in CBE enrolment from 450 students to 56,450 students in 2018/19 school year.

12.3 Challenges affecting the Out of School Youth Subsector

Despite increase in Out of School Youth Functional Literacy and CBE enrolment, a number of challenges are affecting the programme as highlighted below.

12.3.1   Access and Equity for Out of School Youth

- The reach for both OSY functional Literacy and CBE is very low against the population of 2,389,008 children aged 6-17 out of school (NSO, 2018).
- Limited funding is affecting the ability of the programme to open up more centres across the country and provide adequate resources for teaching and learning; and
- The drop-out rate of learners is very high. Dropout rate of Malawi's OSY is very high estimated at 73% in 2009. However, about 18% of the dropouts went back into the formal system and many of them dropped out of the regular programme; current statistics are

better[19].

12.3.2 Quality and Relevance

- To be effective CBE programmes have to directly target their outcomes, resemble training more than education because there is limited time, and be relevant to learners needs;
- ESA field consultations found that the content of the programmes is not relevant and linked to desired survival skills of the learners;
- Further, CBE facilitators lack adequate training to effectively deliver the programme and this is exacerbated by limited teaching and learning materials supplied to the centres.
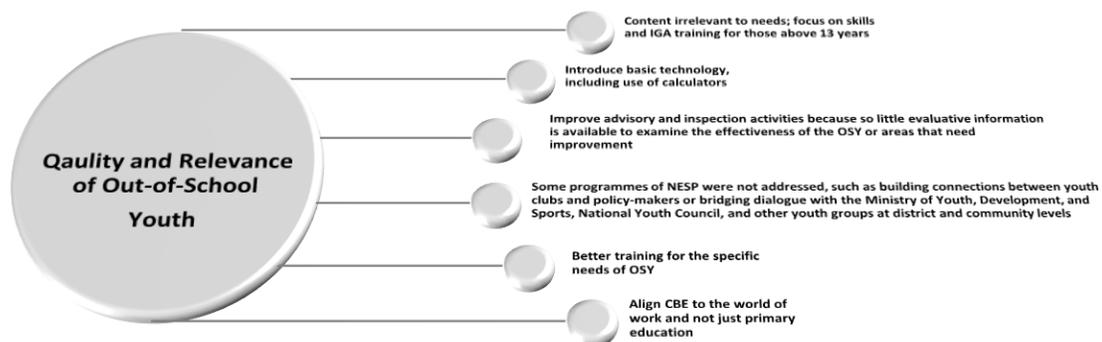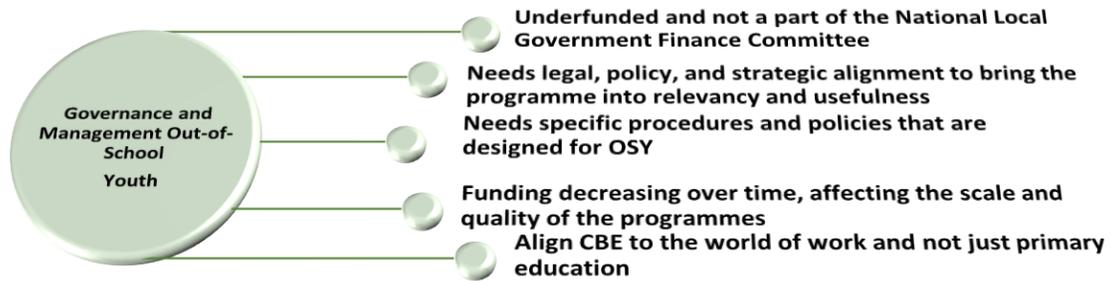

12.3.3 Governance and Management

OSY education requires greater recognition, formal definition, and increased funding, including wider availability. It essentially duplicates the primary education programme and is less oriented to the labour market needs than to re-entry to the formal education system.

Although governance and management of primary education has been decentralised, CBE is still managed centrally and this is limiting its effectiveness and efficiency. Some challenges to CBE delivery include:

- Lack of guidelines and established positions of caregivers to deliver the CBE programme at district and community levels is affecting delivery of the programme;
- Weak or nonexistence of inspection and supervisory services on the CBE programme; and
- Lack of comprehensive data for evidenced based decision making process.

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[19] Mzonde, R.S. (September 2019). *1st and 2nd Quarter Education Sector Working Group Report 2017/18*.

Governance and Management Out-of-School Youth

- Underfunded and not a part of the National Local Government Finance Committee
- Needs legal, policy, and strategic alignment to bring the programme into relevancy and usefulness
- Needs specific procedures and policies that are designed for OSY
- Funding decreasing over time, affecting the scale and quality of the programmes
- Align CBE to the world of work and not just primary education

13 ADULT LITERACY

13.1 Adult Literacy Services

There are 10,000 adult literacy centres across Malawi in 28 districts but not all are active. These adult literacy training centres have an average of 25 learners per class, training students in Chichewa and there are 9,634 classes of which 1,633 teach English. In addition to government-run centres, adult literacy services were also being implemented by civil society and faith-based organizations. Women comprise 90% of adult literacy programs.

13.2 Progress in Adult Literacy

Between 2010 and 2017, literacy rates improved from 65% to 73%, for both males and females aged 15 years and older. Every year, more than 100,000 learners have been declared literate from the adult literacy centres after going through a literacy assessment administered after 10 months of intensive learning.

Out of the learners that were reported to have been assessed, 76.8% passed the assessment. It was found that 79.4% of the learners were able to read Chichewa and 87.5% were able to count and do some simple calculations. However, only 29% of the learners could read an English passage.[20]

13.3 Challenges affecting Adult Literacy

13.3.1 Access and Equity

Adult literacy started as a women's programme and to-date it is provided to both men and women in all the districts across the country. There are approximately only 10,000 classes against the target of 92,000 classes.

It was observed that more women (90%) than men attend adult literacy classes. This is attributed to cultural barriers among other factors. Further, there is low participation of people with disabilities attributable to lack of appropriate infrastructure and learning materials, and encouragement for their participation.

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[20](NALP Secretariat, MoCECCD, 2019, p. iv)
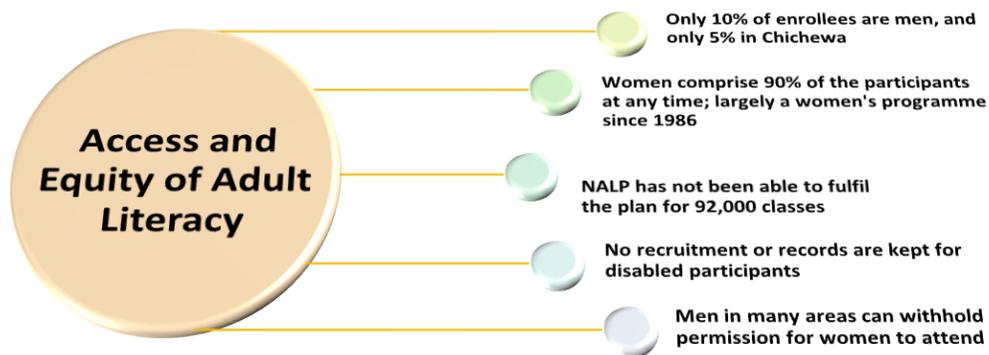
13.3.2 Quality and Relevance

The quality of adult literacy and education is affected by several factors some of which are as follows:

- The programme has shortage of staff at all levels including at district and central level. This is due to, among other factors, high attrition rate of instructors. By 2018, the total number of instructors nationwide was 8,000. Hence, the ratio of learners to instructors was 30:1;
- There are undertrained instructors who operate on a voluntary basis with little supervision or advisory support;
- There is high absenteeism and dropout of learners;
- Learning materials are inadequate and outdated; and
- The curriculum is not aligned to prevailing needs of learners.
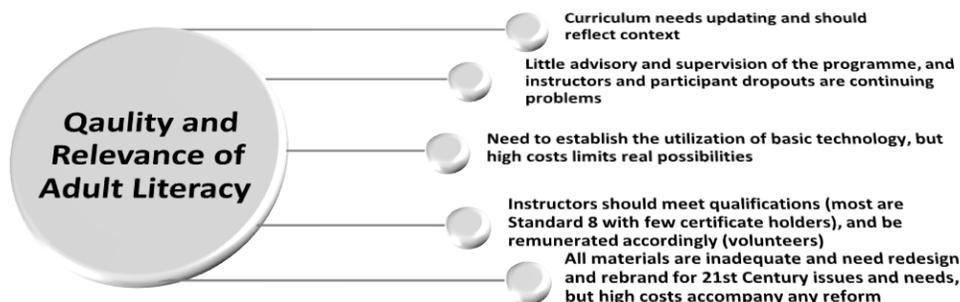
13.3.3 Governance and Management

Adult literacy needs legal foundation and policy direction, more funding, and greater attention from the district. The challenges facing the sub-sector are as follows:

- Resources allocated to the responsible ministry for adult literacy has not been flowing efficiently to district councils. This has been affecting the delivery of adult literacy programmes;
- The ESA consultations also found that laws and regulations related to adult literacy are not widely known;
- The adult literacy structure and its regulatory set up was found to be adequate to meet its

goal; but lacks adequate financial and material support; and
- Lack of data for evidence based decision making at all levels.

Gonverance and Management of Adult Literacy

- Need for a specific Act on adult literacy
- Need policies that are aligned to the mission of adult literacy; TWG meets irregularly
- Insufficient funding for a national programming to meet the needs; getting less than anticipated
- District level committees meet infrequently and local committees are untrained and suffer high turnover
- Governance, management, and administration problems plague the programme

14 INCLUSIVE EDUCATION, GENDER AND OTHER CROSSCUTTING ISSUES

14.1 Inclusive Education, Gender and Other Crosscutting Issues Services

Inclusive Education (IE), and Gender are considered as cross cutting issues affecting all levels of education. Learners with special educational needs, orphans and other vulnerable children, and girls still remain marginalised in terms of equitable access to quality education contrary to the aspirations of leaving no one behind. To comprehensively address IE, OVC and girls' education issues, the sector developed, and is implementing IE Strategy, National Girls Education Strategy and Re-Admission Policy. It is important to recognise that these three groups of learners have very different educational needs and each group must be addressed by different interventions adapted to their situations.

14.2 Progress in Inclusive Education, Gender and Other Crosscutting Issues Services

The Education Sector emphasises on inclusive education to ensure that all learners with special educational needs are not marginalised and have access to education at all levels. According to NSO, housing and population census of 2018, the population of disability from the age group ranging from 5-14 and 15-19 is 227,814 and 105,176 respectively. Plan International calculates that children with special educational needs are in the range of 15 to 18 percent of total number of children in Malawi.

The EMIS 2018 indicates that out of this total population of learners with SNE only 174,544 learners are in primary schools with rural (157,113 learners) having higher enrolment than urban (17,320 learners). This is an increase from 1.9% in 2008 to 3.35% in 2018. For secondary, 8,404 SNE learners have been enrolled (2.3% of total secondary enrolment), an increase from 5,414 in 2008. This suggests that there are still more children with special educational needs who are out of school.

Efforts to increase girls' enrolment at entry level and retaining them in the system have worked across the subsectors. Some of the interventions to increase access and retention of the girls include affirmative action on girls' education such as the 50-50 selection criteria in secondary, construction of girls hostels, girl friendly infrastructure, provision of bursaries, role models for girls and provision of school health, nutrition, physical education and sports as well as psychosocial support provided to them.

School feeding program has proved to be effective in increasing access to basic education particularly for OVCs. There has been an expansion of school meals with 43% of all public primary schools offering school meals. Not only has the number of schools covered increased; but also the number of school meal models have increased from the traditional centralized procurement model where food mostly Corn-Soybean Blend (CSB) is centrally procured and distributed to schools to home grown school meals programmes. In schools where school meals have been provided, there have been reports of increased enrolment and improved attendance of learners in class.

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The coverage of school health interventions has reached out to all public and private schools. Currently, the Government through Ministry of Health and Population in conjunction with Ministry of Education Science and Technology (MoEST) provides mass drug administration campaigns where all primary school learners are annually provided with drugs for deworming and schistosomiasis control as a preventive health measure. This has resulted in a huge reduction in treatment burden. There has been greater attempt to increase coverage in diversified health interventions such as introduction of disease diagnostics using diagnostic kits in malaria treatment in schools, expansion of vaccination campaigns targeting school children for various conditions such as rubella and human papilloma virus (HPV) targeting female adolescents.

The WASH interventions in schools have increased over time in Malawi. With increased enrolments in schools, there has also been positive development in terms of expanding access to protected water sources in schools with 88% of schools having access to protected water in 2014 (EMIS, 2014)[21] from a baseline of 64% reported in the first strategic plan (EMIS, 2006). Also, there has been tremendous improvement in the learner-latrine ratio from 380 boys per latrine and 356 girls per latrine in 2009 (EMIS, 2009)[22] to 87 boys per latrine and 77 girls per latrine in 2014 (EMIS, 2014). This can be attributed to joint efforts by the Government and development partners in addressing challenges with respect to the WASH infrastructural facilities in schools. Additionally, a new WASH concept specific to schools was introduced and this is known as School-Led Total Sanitation (SLTS) borne out of the Global Open Defecation Free (ODF) Campaign. These efforts need to continue in the quest to sustain and meet the learner-latrine ratio standard of 1:20.

Gender related innovations and Sexual and Reproductive Health (SRH) services have been either taught directly in schools or they have been supported through extracurricular activities such as the support to groups like mother groups. Currently, almost all public primary schools have mother groups that have been instrumental especially in supporting girls' education programs to increase their enrolment and retention as well as operationalizing the Re-Admission Policy.

The development and adoption of Safer Schools Construction Guidelines has led to building better and resilient school structures which resist disasters. The deployment of volunteer teachers to address the psychosocial needs of the learners in disaster prone areas has also proved to be very important in disaster risk management.

In general terms, the implementation of the SHN activities has had a positive contribution to education outcomes in Malawi.

[21] Ministry of Education Science & Technology. (2014). Education Management Information Systems 2013/14. Lilongwe: Department of Education Planning.
[22] Ministry of Education Science & Technology (2009). Education Management Information System 2008/09. Lilongwe: Department of Education Planning.

14.3 Challenges Affecting Inclusive Education, Gender and Other Crosscutting Issues Services

Learners with special education needs, OVC and female learners are a special category that is often left behind in the provision of quality education. Below are the specific challenges that affect gender and inclusive education:

14.3.1 Access and Equity

There is low access to quality education among learners with special educational needs at all levels. Access to quality education for learners with special educational needs is affected by a number of factors, such as:

- Low capacity of teachers to support learners with special education needs;
- Schools do not have materials adapted for effective instruction;
- Infrastructure is not disability friendly;
- Limited investment in assistive devices;
- Low funding towards improving the education of children with special needs;
- Inadequate resource centres to promote inclusive practices;
- There is low access to quality inclusive education due to poor health and malnutrition; and
- Limited coordination with the health sector to enhance screening and referral system.

Similarly, other crosscutting issues such as climate change and gender adversely affect quality and inclusive education. Figure 23 below shows that the percentage of orphans and SNE learners are low in schools.

Figure 23: Percentage of SNE learners & orphans in primary schools 2009 - 2018
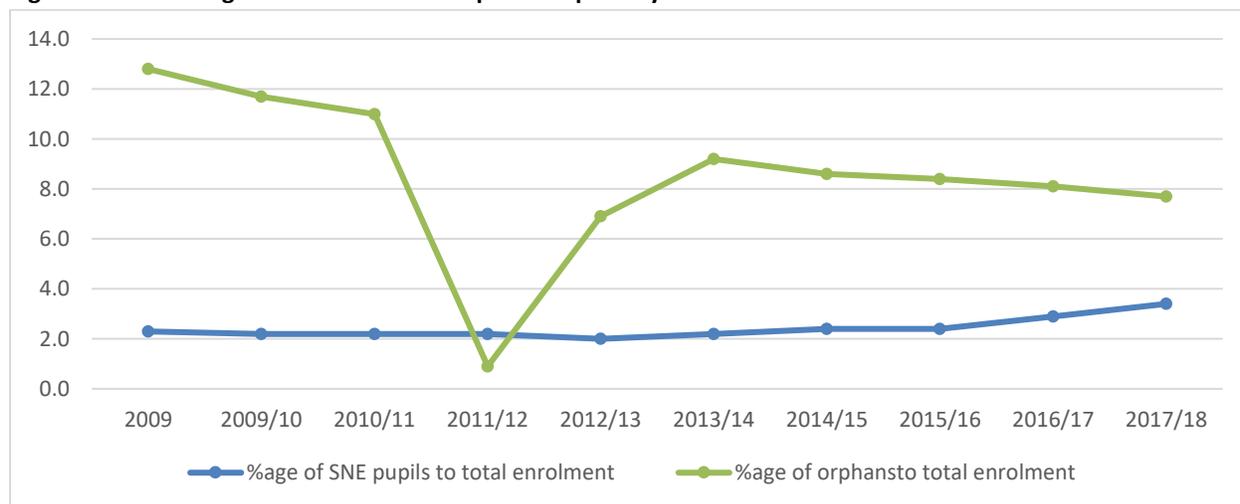
Source: MoEST (EMIS)

In terms of nutrition the most prevalent challenge facing Malawian children is stunting which stands at 42% of children in Malawi[23] and according to the *Cost of Hunger Report*[24], it costs Malawi an estimated MK147 billion annually in terms of child under nutrition, and other direct and indirect effects of undernutrition on education. The report further states that these undernourished children are more likely to drop out of school achieving 1.5 years less in education and that 18% of all repetitions are associated with undernutrition (stunting). Nutrition insecurity affects learners' cognitive capacity, hence adversely affecting both access and equity as well as quality and relevance pillars.

The Government of Malawi has been implementing school meals programs. However, despite the school meals program being the largest nutrition program, it is not a permanent solution towards addressing critical nutritional challenges facing the learners. Relatively, most of the school meals programs are financed externally, without a clear sustainability plan for such huge nutrition undertaking. Nevertheless, through the National Social Support Programme (NSSP), the program has recognised the school meals program as one of its key social support pillars which gives out an indication of Government's consideration for such a nutrition initiative.

However, experience from the initial program phase is that despite school meals being its pillar no effort was made to integrate all the country programs into the NSSP. As such, it is still yet to be seen how school meals will be fully integrated into the program to the extent that public financing can be harnessed and assure Malawian learners of continued provision of school meals.

Despite the importance of Girls Education, girls still face challenges in accessing and moving up to upper levels of education. The Malawi Demographic Health Survey (2015 – 16) reports that 12 percent of women have no education compared with 5 percent of their male counterparts.

As evidenced by the data at primary level, the survival rate in Standard 5 relative to Standard 8 are low and even lower for girls than that of boys as shown in the Figure 24 below.

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[23] World Food Programme. (2015). Progress in stunting prevention in Malawi. Retrieved from www.wfp.org/news/news-release/program-stunting-prevention-malawi
[24] Malawi Government. (2015). The Cost of Hunger in Malawi: Implications on national development and Vision 2020. Retrieved from https://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp274603.pdf?_ga=2.164872314.41632202.1507302294-511602913.1502378628

Figure 24: Comparison of Survival Rate in Standard 5 and 8 between Boys and Girls in 2018

	Standard 5	Standard 8
Girls	63	38
Boys	59	44
Total	61	41
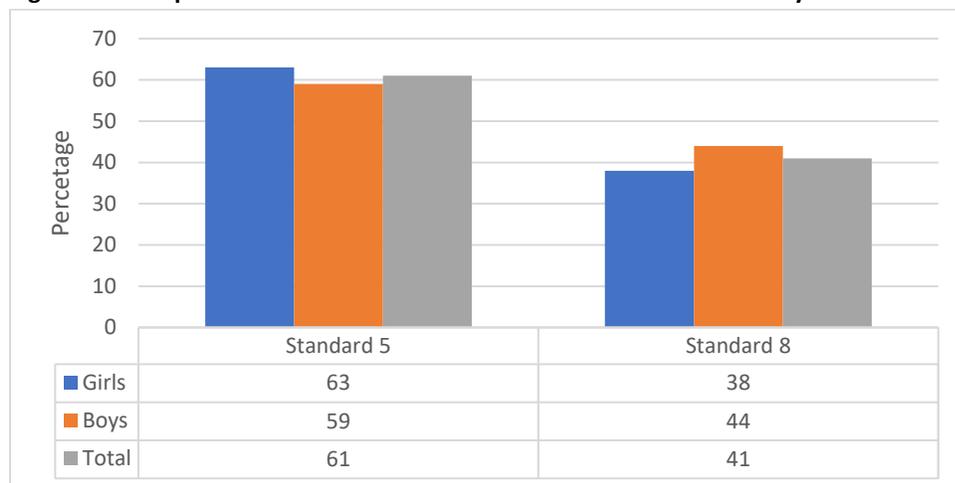
Statistics indicate that there are more male than female learners in secondary schools (Gender Party Index of 0.92) The scenario is the same in tertiary education institutions except primary teacher education. The figure 25 below shows the enrolment disparities in TEVET. There are a number of factors that affects access to girls' education including: School infrastructure; amenities; cultural practices; early marriages; unplanned pregnancies, distance to schools and school fees.

Figure 25: Enrolment disaggregated by gender for TEVET
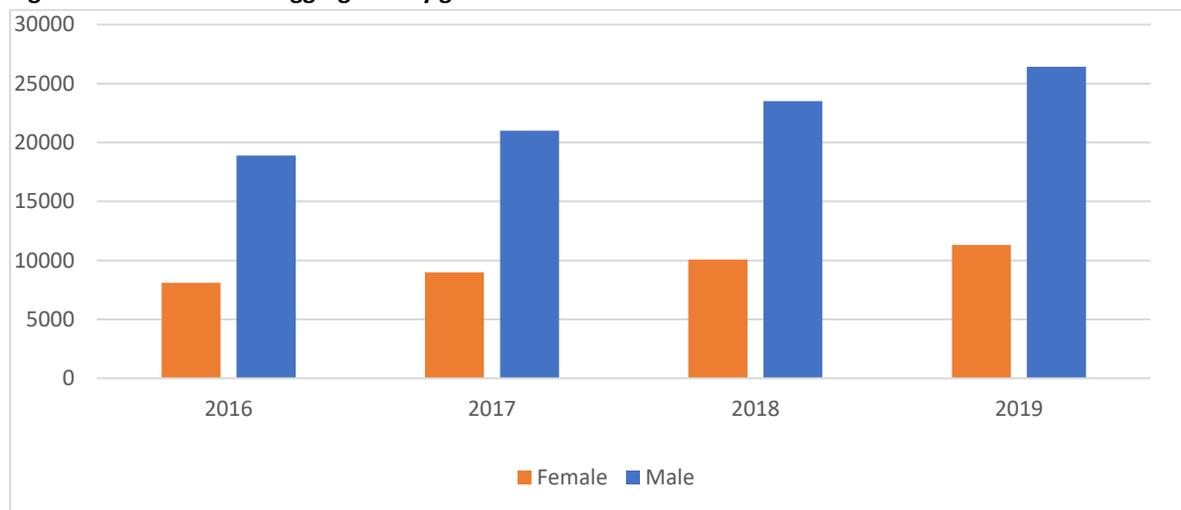
Due to climate change and other man-made related issues, Malawi has been subjected to humanitarian disasters. The dichotomy of flooding and drought conditions worsened by strong winds has caused stress among learners and teachers at all levels. Flooding conditions have not only affected school structures but where they are not destroyed, they are used as evacuation centres harbouring internally displaced communities and affecting learning because classrooms have been turned into lodging places. WASH in schools is greatly compromised due to invasion of schools by affected communities.

14.3.2   Quality and Relevance

Quality of education for learners with special needs is affected by several factors. These include:

- Limited capacity for inclusive education at different levels;
- Inadequate assistive devices, teaching-learning and assessment resources for learners with diverse needs;
- Inadequate supply of specialist teachers in special needs education;
- Teachers lack experience, skills and knowledge to teach diverse classes;
- Understaffing, large class sizes and inadequate numbers of classrooms that are inclusive in schools;
- Lack of adaptable curriculum methodology, teaching and learning materials to incorporate inclusive education; and
- There no government owned institution that train teachers for inclusive education leading to inadequate specialized teachers to support inclusion in schools.

The PSLCE results shows that the performance of girls in education is lower than that of boys. as show in the Figure 26 below.

Figure 26: PSLCE Results for 2008 and 2017
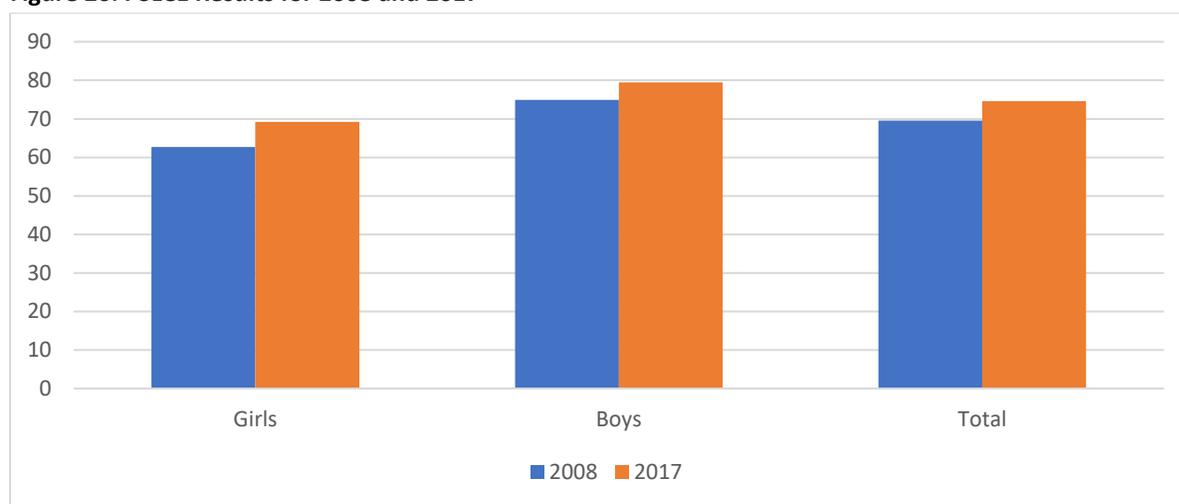
14.3.3   Governance and Management

There is no standalone policy for Inclusive Education, and there is need to review the current inclusive education strategy and increase budget allocation for inclusive education delivery. Furthermore, there is need for full-fledged directorate for inclusive education with structures to promote inclusive education practices at all levels so as to manage issues of Gender and Inclusive Education. The mandate of inclusive education department has shifted from special needs education to inclusive education.

There are a number of challenges affecting special needs education in relation to governance and management. Amongst these, there is lack of guidelines on provision of resources for inclusive

education and this leads to inadequate provision of resources. For example, the school improvement grants do not have clear guidelines related to inclusive education. There is inconsistency in roles and deployment of special needs education teachers to support learners with special educational needs at all levels. Not all zones have resource centres for promoting inclusive education.

Although the training and recruitment of teachers gives a 50-50 chance to both male and female teachers, retention of female teachers in rural areas is on a lower side.

HIV and AIDS is another crosscutting issue affecting education at all levels. There is a need to sustain the gains in management of HIV and AIDS in the education sector to avoid loss of gains in the fight against pandemic.

15 OVERALL EDUCATION QUALITY, RELEVANCE AND EXTERNAL EFFICIENCY

In the Global Competitiveness Report 2018 from the Economic Forum, Malawi ranks 127th out of 140 countries in skills for human capital development. The regional results of SAQMEQ IV reaffirm this. The last administration of this regional reading and mathematics assessment for 13 Southern African countries under SAQMEQ was in 2013 and Malawi scored near the bottom in skill areas (nearly tied with Zambia for the lowest scores among these countries in both SAQMEQ III of 2007 and IV of 2013). Although there were improvements across the NESP years at national level, there was no change comparatively over the NESP period in core skills for primary school learners at international level. Malawi students remained behind their Southern African cohorts. However, there has been improvements in performance from 2000 to 2013 SAQMEC results as shown in Figure 27below.

Malawi teacher scores on assessments of reading and mathematics was also near the bottom among the Southern African countries. Additionally, a UNICEF/MoEST Survey of Monitoring and Learning Achievement (MLA) at 4th and 7th grades showed low trends. The 2015 results were on average lower in all subject areas (except Chichewa) for both levels. The majority of learners failed to reach a 40% mark in the national primary curriculum performance standards. Both poorly-resourced and well-resourced schools are performing at the lowest two levels of performance. Resources are not the only problem which SAQMEQ results indicate.

Figure 27: SACMEQ Assessment Scores in Malawi (all below average for the region)
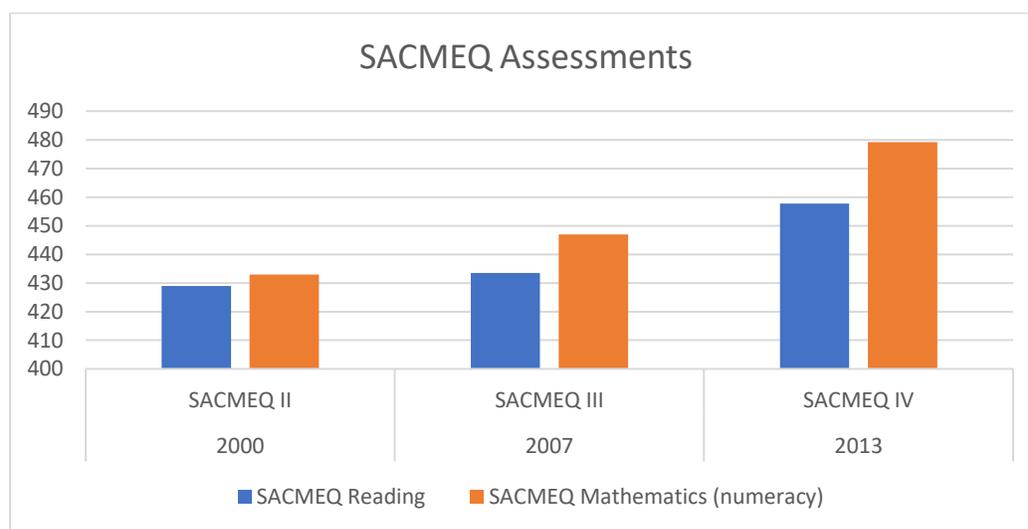

Clearly, the difficulties in implementation of NESP and other planning agendas have led to few apparent comparative improvements in quality. This suggests that many policy documents and deliberations did not translate into action agendas and performances and they merely reflect little or no implementation of the programmes developed in early initiatives.

The disappointing results since NESP formulation are undoubtedly due to many reasons associated with the significant increases in enrolments, which stress resources the most to meet the delivery requirements of the system. Opportunity to Learn (OTL) may be suffering and it is an important part of quality because it reflects the actual delivery of the education programme. OTL includes the percentage of days the school is open compared to the schedule, teacher attendance and absenteeism that subtract from the instructional days the school is open, learner attendance and absenteeism that makes a learner to miss class, percentage of learner time-on-task in the instructional programme that actually engages the learner, percentage of the curriculum actually covered compared to that examined, and the availability and utilization of textbooks or other TLMs that enable self-learning time.

Education has to take advantage of the little time it has available in a learner's activities. UNICEF report[25] documents that:

> "Children spend more time outside school than they do inside it…. Consider a primary school child in Malawi. According to the pie chart below, the child's opportunity to learn in school is effectively two-and-a-half hours of on-task time a day for six months: Roughly 300 hours of in-school learning a year. In contrast, the child has over 2,000 hours of opportunity to learn outside of school, that's 76 percent of their working hours", as shown in Figure 28 below.

Figure 28: School and Home Opportunity to Learn

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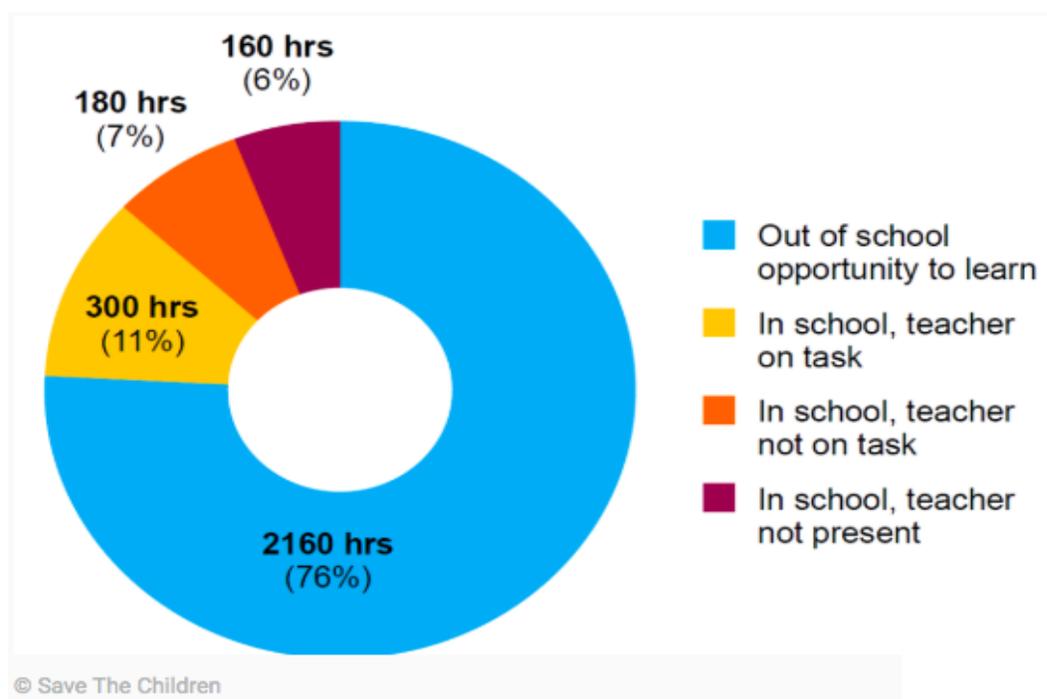
[25] Dowd, Amy Jo, Pisani, L., Dusabe, C., & Howell, H.J. (June 2018) *The role of parents and caregivers in lifewide learning.* UNICEF.

Malawi has not systematically studied OTL but this would be valuable information for both curriculum planners and programme evaluation studies. If the curriculum is produced with presumption of a full schedule, the teacher may be pressured to rush the instructions or the learner may get only a portion of planned curriculum. In other countries, the extent of exposure and coverage of curriculum has correlated with eventual examination results. The observations of Save the Children suggest that the actual primary schooling focus on learning may be less than expected and reflects a very modest proportion of the child's experience. The education programme has to attract the learner's attention and endure and apply through their life activities.

Relevance for the student, concerns the contextualization of the programme to be learned and its usefulness in their lives. As indicated, the model of education in Malawi is basic skills and academic preparation, progression as far as academic talent or interest enables, and provides few options for those who do not succeed in this competitive model of performance and availability. Large numbers of students are lost to the influences of education, the higher the path goes. The numbers lost far exceed those enabled, and the low quality programme that many receive in schools prepares them little for life or career.

There is almost no information on what happens to the vast majority of children who do not continue for one reason or another to get education. Every year the number of children who are no longer influenced or educated in the education system accumulates at staggering rates, leaving the futures of these many young folks to uncertain prospects. Overall, education is, even for those who survive, a highly competitive programme with many judgment points that qualify students to remain in the education system. Not only to judge the usefulness of the education programme at each point of qualification; but also to understand the usefulness of the programme for those who do not continue. The value of the current education programme needs review.

External efficiency information through tracer studies is needed to better understand what happens to most children as they exit education.[26] Are they sufficiently skilled, better citizens than otherwise, and availing themselves of some productive path for their wellbeing and some contribution to society? The mission of education, as variously delineated, asserts the need for education to have value for the future of those who have participated. The value of education for those who succeed throughout the possible levels is likely well appreciated; but the value for others may see more economic benefits available elsewhere (business, migration, household work, or farming). Does the education system really benefit the learners it serves? External efficiency information is a high priority to guide future policies and innovations for the effective reform of the Malawi education system.

To some extent, the external efficiency of primary and secondary education entails their pass-through survival rates because many of the students move out of the system at both primary and

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[26] Many higher education institutions have planned tracer studies as part of their strategic plans for programme review. MoEST. (2019). *Sector Working Group Report for the 2018/19 Financial Year*.

secondary completion levels and there are no tracer studies to know where they go or how they fare. The Primary qualification rate is high, although compromised by dropouts and mostly by repeaters who bloat the system at each standard. However, the number of learners transitioning from primary to secondary is much smaller because of limited space. Hence, the number of learners who leave the education system is significant.

Only an educated and skilled population will help Malawi achieve accelerated economic growth and attainment of the SDGs. Currently, there is a massive wastage at the end of primary education, where less than half of primary education graduates, who qualified to enrol in secondary schools, are absorbed into existing places in public and private secondary schools. The overall GER for secondary education in 2018 was 24.8% while full enrolment would have been 1.5 million youth enrolled in secondary schools, which is over 4 times what is actually enrolled. The NER for age-appropriate enrolment in secondary education is about 15 % both for boys and girls over the last five years indicating a long way to go for adequate coverage and access. The performance on the labour market of the vast numbers of children of the primary school age who leave the education system due to dropping out or in ability to access secondary education is unknown.

Figure 29: MSCE Pass Rate
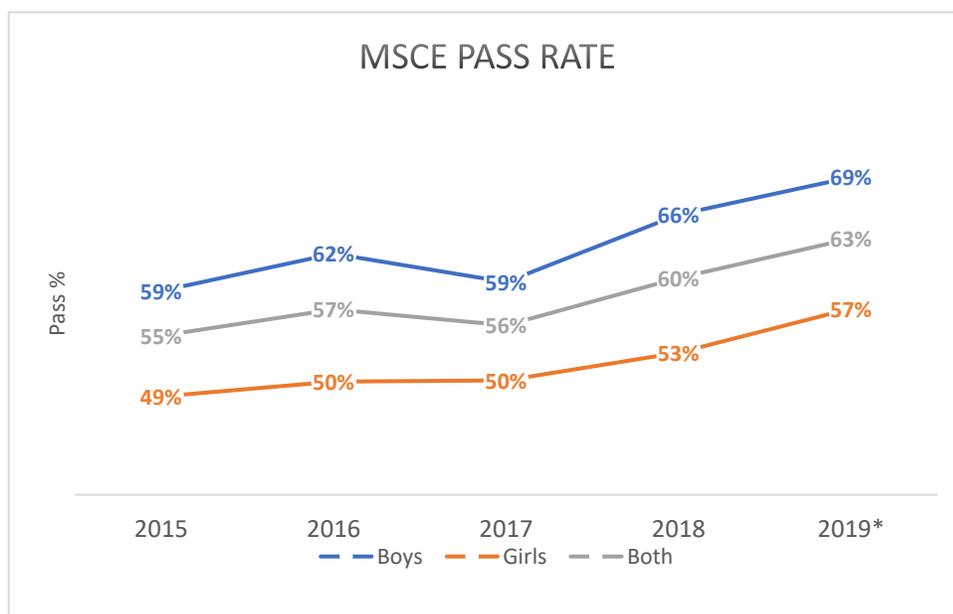
For secondary education, the pass rates have steadily increased (see Figure 29 above) and these are higher for the boys than those of girls, although both have improved over the years. There is no inherent reason the rates are not the same for boys and girls. In this regard, the pass rates point out potential equity difficulties in the secondary education system in Malawi. It is also difficult to equate MSCE pass rate with entry to tertiary education. There are many entry points for higher education programmes so that following the numbers is difficult without specific tracer studies following the graduates and their applications and eventual prospects, either by choice or selection. There is no information on the employment of those secondary school students who do not

continue to higher education, and there is little information available about higher education graduates from the various programmes available at that level. From universities, the positive report is that there are more positions available to university graduates than can be filled. However, there is a very small percentage of the learners who began the path from primary to university. There is an enormous amount of learner wastage.

The quality assurance for primary and secondary education is in the hands of the Department of Inspectorate and Advisory Services (DIAS), whose authority and scope were given some focus in the Education Act of 2013. DIAS plays a prominent role in inspection as shown in Figure 30 below. It monitors the implementation and oversees the quality of the components. DIAS is a major piece in the reform process planned for the education system. The differences for the two levels are the location of inspectors, district for primary education and division for secondary education.

Figure 30: Inspection Responsibilities for Primary and Secondary Education
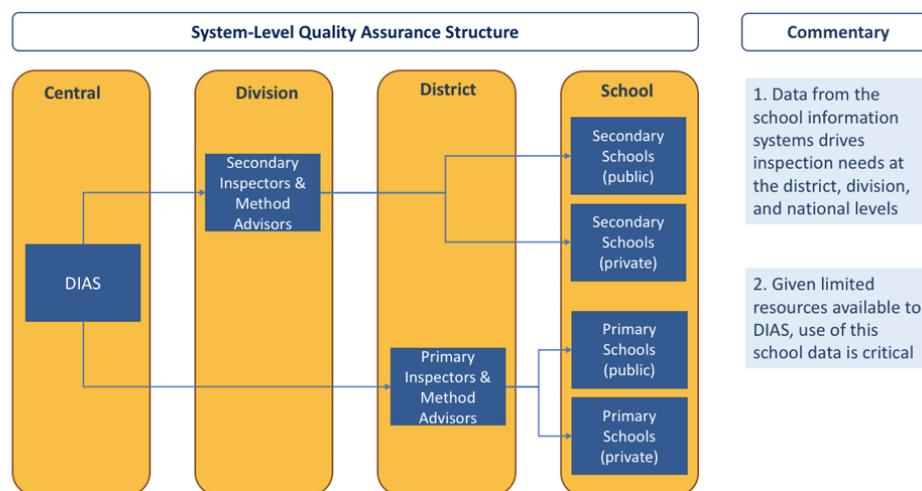
Source: ISEM 2018

DIAS also holds the policies on curriculum, advising MIE for curriculum and textbooks. In principle, DIAS has a clinical inspection, with three auditors from mathematics and science, language, and arts. The inspection requires two days, and in many districts, it is reported that there have been no inspections for the last twelve months. There are only 37 inspectors for secondary education meaning that their workload is unreasonable.

The prominence of the division and even the district means the authority of the school is not a controlling feature of the decentralization. Schools are not community-run, autonomous entities with their own quality assurance functions within the local governance entities. The elimination of the division would bring secondary education closer to the community; but full decentralization seems far away in current plans. Even the devolution to districts in primary education has been problematic. In this phase of transition, DIAS may play an important role in examining the prospects for greater quality, the location of exemplar schools, and the identification of important variables and possibilities for reform of inadequate schools. DIAS is also underfunded and its

mixed roles of inspection and advisory services require clear communication to the schools and teachers. EQUALS may help provide some momentum and clarity to the process.

16 CONCLUSION

An effective design of the investment plan to improve the education sector in the next 10 years will depend on the extent to which the sector will build on the momentum of current achievements, and innovatively address the challenges. This will require the creation of transformational environments that can deal with the enduring capacity issues and result in lasting accomplishments. The MoEST, therefore, needs frameworks of issue constellations to provide direction to management to create these transformational possibilities – information dissemination and communication networks are essential but currently inadequate or absent.[27]

Ultimately, success depends upon adequate capacity, which is not only about talent but also the development of an effective learning organisation for the education programme. Nearly every issue raised by education practitioners in Malawi is about capacity in the lack of alignment with some meaningful vision and mission for education, inadequate management for the utilisation of resources to ensure effectiveness, and dysfunctional administrative arrangements that confuse rather than lead to efficiency.

The central idea is to promote organisational effectiveness in which 'useful behaviours' will energise innovation that is focused on learners. Transformation is best effected bottom-up for sustainability and the creation of the potential to manage the troubled learning environment. Hence, the priority for central authorities is to produce the transformational environment within which achievements can occur. The priority for the divisions, districts, schools and higher education institutions is to foster a learning organisation, sharing information, communicating, collaborating, and managing the limited resources.

This approach entails better unification around a coherent and locally relevant vision and mission for the entire system, rationalisation of the fractured organisational design, resolution of the roles and operationalisation of decentralisation, and utilisation of better information to increase the possibilities for the creation of a learning system. This will improve the utilisation of resources and the effective management of the system. It will enable more effective treatment of historical and emerging issues and increase accountability and quality assurance. Importantly, it will enable innovative investment in the development of capacity for sustainable bottom-up solutions that utilise what is available and improve the potential for the future.

The NESIP needs to analyse the constellations of issues and not merely list the issues. Lists of problems that feature specific solutions have not worked. The only way to address complex problems is through diligent management of the problem sets (the 'constellations of issues'), recognising the various contributions or their absence when assessing how any interventions or reform can be carried out. This is recognised indirectly in the supplementary documents to NESP and directly through the creation of SWAp and the Technical Working Groups (TWGs), which emphasise the need for coordination and collaboration and management mechanisms to address

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[27] See *Secondary Education Performance Management Roadmap*. October 2019.

this need.

The NESIP needs to provide mechanisms to maximise capacity, increase the likelihood of useful behaviours, and provide for effective management of the problems affect education in Malawi. NESIP needs to provide a road map to overcoming obstacles and constraints in the education system, but these solutions need to be reform-driven, not issue-driven. These solutions should, among others, include:

- Widening access to, and ensuring equity of all types of education through continuously increasing teaching, learning and accommodation infrastructure in all areas of the country to cater for the rapidly increasing learning population; and ensuring that no learner is disadvantaged in accessing any type of education based on gender category, wealth category, or special need;
- Increasing quality and relevance of all types of education through improving teaching and learning content to match life and career demands; continuous provision of adequate teaching and learning resources; ensuring adequate availability for qualified teaching staff of all types of education; conducting research; improving advisory and supervisory services; and conducting comprehensive tracer studies; and
- Improving education governance and management by implementing comprehensive decentralization; substantially increasing funding for all types of education; improving education sector coordination; revising, instituting, and implementing innovative laws, policies and strategies for all types of education.

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Annex 1: List of Participants Consulted and Consultation Process

Basic Education (School included both public and private)	Secondary Education (schools included public and private) (CDSS' also included)	
20 DEMs, 14 PEAs, 16 Primary Inspectors, 13 SHN Coordinators, 20 Primary school heads 14 Primary school teachers, 38 primary school learners (half females), 15 Social Welfare Officers, 14 PRISAM representatives, 16 Association of Early Childhood Development in Malawi, 14 ECD/CBCC tutors/caregivers/representatives, 16 Adult literacy tutors, 10 CBE tutors, 28 DPDs, 34 DEMIS officers,	6 EDMs, 6 Secondary School Inspectors, 6 Education Planners, 28 Secondary school heads, 28 Secondary school teachers 56 Secondary school learners (half female)	
Total sample size 282 Basic education representatives	Total sample: 130 secondary education representatives-	
	Tertiary Education	
Teacher Education 1. Director DTED- MOEST 2. Chairperson- Teaching Service Commission 3. Principal- Karonga TTC 4. Staff- Karonga TTC 5. Students- Karonga TTC 6. Principal -Machinga TTC 7. Staff-Machinga TTC 8. Students- Machinga TTC 9. Principal -St. Joseph TTC	Higher Education 1. Director- Higher Education 2. CEO- NCHE 3. CEO- Loans Board 4. CEO- NCST 5. CEO- CSEC 6. VC- MZUNI 7. Staff- MZUNI 8. Students- MZUNI	TEVET 1. Director DTVT- MLSI 2. Executive director TEVETA 3. Principal- Lilongwe Technical College 4. Staff- Lilongwe Technical College 5. Student leadership Lilongwe Technical College

10. Staff- St. Joseph TTC 11. Students St. Joseph TTC 12. Principal- ALMA TTC 13. Staff- ALMA TTC 14. Students- ALMA TTC 15. Principal -Domasi TTC 16. Staff- Domasi TTC 17. Students- Domasi TTC 18. Principal- Nalikule TTC 19. Staff- Nalikule TTC 20. Students- Nalikule TTC 21. Principal Montfort college 22. Staff- Montfort college	9. VC-Livingstonia 10. Staff- Livingstonia 11. Students- Livingstonia 12. VC- LUANAR 13. Staff- LUANAR 14. Students- LUANAR 15. VC-MUST 16. Staff- MUST 17. Students- MUST 18. VC – MAGU 19. Staff-MAGU 20. Students MAGU 21. VC- Catholic University 22. Staff- Catholic University 23. Principal- College of Medicine	6. Principal Mzuzu Technical College 7. Staff- Mzuzu Technical College 8. Students Mzuzu Technical College 9. Principal Phwezi Technical College
Technical Working Groups		
ECD Basic Education Secondary Education Teacher Education Higher Education TEVET		

Field Work Schedule

Date	District	Remarks
Field visit schedule for NISEP (27th May 2019 to 19th June 2019) for Basic & Secondary Education team including Dr. Augustine Fadeson Kamlongera (consultant – facilitator)		
26th May 2019 (Sunday)	Depart Lilongwe for Blantyre	
27th May 2019 (Monday)	Visit MCDE, ECD/CBCC, CBE & Adult Literacy centre in Blantyre under SWED	Depart/Arrive on 26 May 2019

Date	District	Remarks
28th – 29th May 2019 (Tuesday & Wednesday)	Nsanje, Chikwawa, Mwanza, Neno, Blantyre Rural and Blantyre Urban	Conduct a stakeholders meeting at Mount Soche Hotel for SWED
30th – 31th May, 2019 (Thursday & Friday)	Phalombe, Mulanje, Thyolo and Chiradzulu	Conduct stakeholders meeting at Mount Soche Hotel for SHED
Remain in Blantyre weekend 1st & 2nd June 2019		
3th June 2019 (Monday)	Visit primary schools & secondary school (CDSS & Conventional) in Mulanje under SHED	Travel to Zomba on 2nd June 2019
4th June 2019 (Tuesday)	Visit ECD/CBCC, CBE, Secondary School/OSS, MANEB & Adult literacy centre in Zomba Urban under SEED	Proceed to Liwonde,
5th – 6th June 2019 (Wednesday & Thursday)	Zomba Rural, Zomba Urban, Machinga, Balaka & Mangochi	Conduct a stakeholders meeting at Hippo Lodge in Liwonde for SEED
7th June 2019 (Friday)	Visit primary schools & secondary school (CDSS & Conventional) Ntcheu under CWED	Visit sites on the same date as team proceeds to Lilongwe.
Travel to Lilongwe on Saturday 8th June, 2019		
10th - 11th June 2019 (Monday & Tuesday)	Mchinji, Lilongwe Rural West, Lilongwe Urban, Lilongwe Rural East, Dedza & Ntcheu	Conduct a stakeholders meeting at Lilongwe Hotel for CWED
12th June 2019 (Wednesday)	Visit ECD/CBCC, CBE & Adult literacy centres in Salima under CEED	Arrive in Salima on same day 12 June 2019 and thereafter proceed to Kasungu
Travel to Kasungu on 12th June, 2019 (Wednesday)		

Date	District	Remarks
13th – 14th June 2019 (Thursday & Friday)	Dowa, Salima, Nkhotakota, Ntchisi, Kasungu	Conduct a stakeholders meeting in Kasungu (Chikho Hotel) for CEED
Travel to Mzuzu on 15th June 2019 and spend weekend (15th – 16th June, 2019 in Mzuzu)		
17th June 2019 (Monday)	Visit primary schools & secondary school (CDSS & Conventional) in Mzimba South under NED	
18th – 19th June 2019 (Tuesday & Wednesday)	Chitipa, Karonga, Rumphi, Mzimba North, Mzuzu, Nkhata Bay, Mzimba South and Likoma	Conduct a stakeholders meeting at Mzuzu Hotel for NED
Return to Lilongwe on 20th June 2019 (Thursday)		

Annex 2: Detailed Subsector Challenges

Early Childhood Development Challenges

The field-reported and historical document issues were reviewed by the ECD TWG group. They added several issues and provided greater details in some cases.

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Early Childhood Access and Equity	Few programmes are available and not available in all districts.	Reduce the distance between ECD centres and primary schools.
	Parents enter 2-year-olds also because of safety and employment parental care needs for their children.	
	Although children with disabilities are given attention there is no real ECD programme available	Low access to ECD for children with disabilities and other vulnerable children, need to sensitize parents and relevant stakeholders in the community.
Early Childhood Quality and Relevance	Volunteer and mostly untrained caregivers provide the ECD programme and limited knowledge of pedagogy.	Education levels are low for caregivers with so little or no knowledge and understanding of ECD. Need to mentor both caregivers and primary school teachers in ECD. Volunteerism of caregivers, formalize, regulate, and improve remuneration of CED practitioners (caregivers).
	Low motivation of caregivers and little or no supervision or performance management.	Provide salary, incentives, train, establish institution to train caregivers. Caregivers lack motivation to perform well; no compensation for the work done.
	Poor recruitment and position establishment.	CMC should follow correct establishment numbers – 5-10 per centre.
	Curriculum to go beyond care and parenting as a stepping stone to primary education.	Contextualize available materials.
	Infrastructure increased and improved as an enabler for better learning outcomes.	Poor ECD infrastructure.
	Curriculum to better link to that in Standard 1.	ECD and MoEST primary curriculum should be communicating to ensure synergy between the two curricula to address in particular issues of school readiness. Reduce disparities between children who transit from ECD to primary schools versus those who directly go from home to primary schools.
		Lack of Capacity of all ECD practitioners at all levels, from the central, district and community levels.
Early Childhood Governance and Management	Inadequate funding levels for procurement of TLM, infrastructure, and recruitment of better staff.	Lobby for more resources for construction, instructional materials and early learning and stimulation materials.
	No legal foundation for ECD; need an ECD Act.	Finalization of the ECD Act to guide implementation of the ECD programme and enactment.
	Strategic alignment should be specific and clear on transition into primary.	Planning should start at the top with the various ministries and agencies coordinating – Health, Police, Education, Justice, DEC-DIP, community – ADC. Strategies are unique to individual subsectors but do not link to specific activities designated for specific subsectors.

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
		Most teachers in primary schools have no knowledge of ECD to deal with those coming from ECD programmes; need some training. ECD plans silent on numeracy and literacy requirements for readiness for primary education.
	Governance, management, and administration should be formalized and uniform across the country.	Transparency and accountability needed, deliberate effort made to hold traditional leaders accountable for the interventions in their communities, CPW should also be accountable on functionality of ECD centres, increase transparency in sharing resources. Education's current Vision does not fully encompass integrated ECD. Most people do not know the core values of education hence they are not guiding activities; some personality issues among the implementing partners limit implementation and cooperation.
	Need better consolidation and alignment of the various policies.	There should be effective linkage at all levels and across functional areas – planning, budgeting, resource mobilization, enrolment. Policies are there but caregivers are not competent to carry out the agenda. Subsectors do meet but not substantively and cosmetic recognition of issues.
		Strengthen communication and dialogue and networking among relevant stakeholders, sensitize key stakeholders on transition issues.
		Adherence to minimum standards enforced through better inspection of ECD centres and services provided.

Note: The ECD TWG agreed with the identified issues and added a few more.

Primary Education Challenges

The field-reported and documentary issues were considered by the Basic TWG. They added several new issues and provided details as well.

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Basic Education *Access and Equity*	Equity and access of OVC and SNE for inclusiveness	Curriculum does not deliver education well for learners with special needs
	Population growth continues and so many resources are needed	Long distance for many learners to the closest school, hence schools not strategically located
	Access focused on entry to Standard 1 and not beyond	ECD and primary education curricula are not aligned; MIE should lead in the development of the alignment; Caregivers not adequately trained to prepare learners for Standard 1
		Low community participation and ownership of primary education

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
		Lack of interest in education by parents
		Need balanced support for both female and male participation in primary education
		Number of secondary schools does not match the number who need a school after passing the PSLCE
		Low performers from low resourced schools are negatively impacted in transition to secondary schools
		No information or quality control over those learners attending private secondary schools
Basic Education *Quality and Relevance*	Few learners have pre-school preparation for entry to the formal system	Limited access to ECD services (better access in urban areas than in rural areas) Public and private ECD centres differ in programmes (content differs in that those from urban centres are able to speak English while those from rural centres fail to know English There has been no systematic effort to locale ECD centres close to primary schools ECD curriculum is not connected to Standard 1; ECD curriculum is mostly play
	Need to refocus and streamline curriculum and include technology in some areas	
	Absenteeism is high	
	Inadequate Textbooks and TLMs and the academic curriculum may not be relevant to all learners.	
	Many unqualified teachers and difficult recruitment to fill positions	
	Low instructional time or compliance with class time and low time-on-task	Large class sizes affect learner contact and reduces individual support
	Assessment and promotion of teachers is not standardized	
		Poor learning environment (inadequate school infrastructures) Unconducive learning environment that affects both teachers and learners
		CBE implemented in selected zones and districts only
		Need to use primary school teachers to teach in CBE centres
		Poor assessment of learners
		Poor relationship between teachers and community
		Lack of parental support towards the learner's school
		Poor transfer of Chichewa to English that affects learner's performance
Basic Education *Governance and Management*	Decentralization not fully functioning	LGAP project will address this problem but coordination with MoEST is essential
	Alignment issues with Vision, Mission, and various programmes	
	Difficulties in accurate data capture, reporting, and utilization	
	Curriculum not implemented because of the lack of textbooks, TLMs, dormant CPD activities,	

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
	and lack of inspection	
	Lack of information on the school leavers and school graduates	
	Heads of schools need training in management, governance, and administration realized through training from DEMs, PEAs, and MoEST	Lack of regular training and induction for school leadership after being appointed
	Insufficient qualified teachers are available in the early standards	
	Weak school-based management; need to improve supervision, advisory and inspection support	Mismanagement of resources –funds are diverted before they reach schools; Schools need to be funded directly Challenges in competence at the district levels
	Low motivation of teachers and little or no supervision or performance management	Lack of incentives for school as well as section heads leading to demotivation
	Need finance for TLMs and other amenities	
	Improve administration of legal and support mechanisms and improve school supervision, advisory, and inspection	
		Transition issues between ECD and primary education because of the tug-of-war for resources and authority between MoEST and Ministry of Gender, Women, Children and Social Welfares
		Uncoordinated provision of interventions by different stakeholders. This extends to partners and it ends up in confusion in the system – need more harmonized approach to assistance to the education system
		Inadequate enforcement of discipline for both teachers and learners
		No systematic criteria for selecting heads; it's not competitive
		Lack of capacity and knowledge by SMCs/PTAs, leading to collision in roles; SMCs lack qualifications and training

Note: The Basic Education TWG agreed with the identified issues but added more issues and
      details. Out-of-School Youth and Adult Education programmes were addressed briefly because experts in those areas were not present and rarely attend, indicating another issue of communication and coordination of the various components of Basic Education

Secondary Education Challenges

The field-reports and documentary issues were considered by the Secondary TWG. They added several new issues and provided details as well.

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Secondary Education *Access and Equity*	Equity and access of OVC and SNE for inclusiveness; gender equity issues	Inclusiveness is not only on gender and special needs but some districts are low in PTR and classroom availability; need better EMIS and use it for planning

		Need strategies for boys as well as for girls Real problems for vulnerable girls (and boys)
	Population growth continues and so many resources needed	Need to look at population growth for planning and budget purposes
	Access limited by PSLCE Examination results and places available at Secondary schools	
	Bursaries needed for equitable access of poor learners	Development of trust fund to pool bursary funds – also Unified Bursary Registry
	Better infrastructure to attract and keep learners in school	Boarding versus day schooling: Girls and boys hostels need to be constructed and those available need better utilization
Secondary Education *Quality and Relevance*	Poor mathematics and science instructions, particularly in CDSSs	
	Large proportion of unqualified teachers, many of them are primary teachers	
	Limited availability of textbooks and TLMs and curriculum too wide and teachers are not available	What is the role of ICT to improve the quality of secondary education; MIE, DIAS, and DSDE need to explore the digitalization of the curriculum or part of it
	Teachers often qualified but not in the subjects they teach	What is the synergy between teacher training provision and the MoEST stipulated requirements? The TTIs are not producing enough teachers in the relevant subjects
	Need improved supervision, advisory, and inspection for continuous improvement, including CPD	
		Struggle with relevance; need national skills framework to assist the curriculum considerations
		Difficult to offer the full 26 subjects curriculum; the number of subjects meet the current mission and vision – this needs to be reviewed once the vision and mission for the education system are reconsidered
		Is overall teacher-pupil ratio emphasis relevant for secondary education, where qualification and course requirements are more important for quality?
		Student retention remains a problem
		No follow-up with TTI graduates and their future to understand what is happening on the ground
		Need for an ODL that will support better professional development
Secondary Education *Governance and Management*	Teachers not systematically deployed or promoted	Teacher placement vs. establishment: establishment talks about streams (1 to 3) but is this relevant to secondary, based upon subjects taught? It is suggested this should be subject-driven There are considerable rural issues – this affects motivation. Need to determine what is "rural-rural" and not just "rural" – the rural allowance needs review
	Decentralization clarifications and	Focus on low-resource school environments; what

	implementation	is the linkage between policies and strategies.
	Training of head teachers needed and inclusion of quality assurance and performance management schemes	School-based quality assurance needs operationalization
	Improved governance, management and administration, possibly linked to decentralization	Better development of Boards of Governors, teacher organizations, and PTAs
		How is secondary education linking with TEVET opportunities to meet learner needs
		Need to incorporate teacher housing in the continuing works programme
		Need good data and utilization; priority needed for functioning EMIS system

Note: The Secondary Education TWG agreed with the identified issues but added more issues.

Teacher Education

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Teacher Education *Access and Equity*	Need increased access for female teacher trainees	
	Need expansion of teacher student intake for both normal and special needs trainees	
	Construction and refurbishment of TTCs, INSET centres, hostels, classrooms, laboratories, staff houses and demonstration schools for increased teacher education programmes	
Teacher Education *Quality and Relevance*	Inadequacy of the TTCs and poor preparation for large class sizes that exist outside urban areas	Teacher education dealt with their issues under the Higher Education TWG; Improvements will be organized through the NCHE
	Disparities in availability of qualified teachers in rural schools with lower number of qualified teachers than needed across the system, particularly STEM	
	Inadequate CPD and in-service provisions for instructional improvement	
	Improve advisory and inspection activities; quality assurance not actively pursued	
	Poor performance management or even attempts for review and improvement	
	Unfair hiring and promotion practices and bias in appointments and locations	
Teacher Education *Governance and Management*	Inadequacy of the teacher education management information system	
	Need for professional capacity in planning and monitoring and supervision	
	Lecturers trained as secondary school teachers with content expertise; need to conceptualize instructor training so that they have pedagogical skills as well	
	Expand library capacities in the teacher education institutions	
	Inadequate governance and management of teacher education	
	Inadequate inspection and supervision of teacher education	

Higher Education

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Higher Education *Access and Equity*	Few public universities with highly selective entry criteria	Limited number of institutions, accommodation, teacher and learning facilities, and poor communication infrastructure
	Universities geographic positions not easily accessed and location is used in the selection criteria for students	
	Limited access for special needs students and more females needed as well	Limited bridging programmes for vulnerable learners or others
		Limited funding opportunities (subventions or ORT, and student loans and grants
Higher Education *Quality and Relevance*	Lack of a meaningful and quality research programme	Malawi needs research in HE and TEVET – National Research Excellence Framework (REF)
	Need for improved qualifications of lecturers	Insufficient number of qualified academic staff
	Need to upgrade teaching and learning infrastructure, particularly for science and technology	Considerable dropouts in science and related programmes
	Need to monitor quality, accreditation standards, and advise government on higher education policy	Insufficient number of qualified academic staff and high student to staff ratio
	Mainstream special needs in all programmes	Limited support for SNE

	Need to enhance capacity, develop, and implement programmes to improve quality and efficiency	Inadequate and poor-quality teaching and learning resources (library, lab, and computers)
		
		There are so many new programmes introduced in HE/TEVET:
		  i. These more programmes in HE/TEVET now than before in an attempt to expand access.
		  ii. Some of the programmes do not meet the needs of the industry – there is dilution of programmes due to lack of consultation with industry
		  iii. The programmes are poorly resourced
		  iv. Inadequate funding by Government: Subventions, levies, appropriation by parliament and advances are not easily accessed
		  v. Student admission: We have moved from student admission based on bed space to classroom space in HE/TEVET

Higher Education *Governance and Management*	Need Higher Education Act to define governance and institutionalize the National Council for Higher Education	Malawi needs to have new thinking and establish National Qualifications Framework (to align degrees and other qualifications in HE to meet international standards, as well as locally relevant TEVET institutions lack governing boards Lack of strategic and operational planning for TEVET Review of legal legislative instruments such as procurement,

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
		HR, NCCHE, etc.; review all institutional policies to align with national priorities and policies
	Improve accreditation and quality assurance mechanisms	National Quality Assurance Framework (QAF) complements the NQAF in order to ensure quality and relevance of HE, ensures transparency and accountability National Knowledge Exchange Framework (KEF) should build strong links between HE/TEVET with universities Government must emphasize the funding of research by industry and must support commercialization of research (intellectual property) Government must support the implementation of the policy instruments Need clear guidelines on policies on quality assurance
	Governance, management and administration should be formalized and uniform across the country	No harmonized governance policies on student unions Need clear long-term calendar for crucial activities such as data, admissions, and meeting Poor data and records management
	Mitigate HIV/AIDS among students and staff	Need to include non-communicable diseases as well
	Develop policies to encourage private providers to invest in higher education	Strengthen ties among Government, Universities, Industries and Social Actors (Civil Society) Institutions should diversify sources of funding Increase income generation in HE e.g. through commercialization of research, internationalization of programmes, entrepreneurship Funding problem can be addressed by increasing parliamentary appropriation, S&T Fund, Students Grants and Loans, Public Private Partnership projects, and commercialization of patents Change of mind-set to address issues of PPP
	Ineffective organizational management and planning	No common performance management system; different management and executive positions and requirements

Note: Higher Education TWG had extensive discussions about issues and solutions, as well we considered the overall philosophy and vision/mission for Malawi education

TEVET

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	ISSUES ADDED BY TEVET TWG	LABOUR INPUT
TEVET Education	Construct or rehabilitate technical colleges	Lack of infrastructure	The problems are many and require an entire subsector reform. TEVET

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	ISSUES ADDED BY TEVET TWG	LABOUR INPUT
Access and Equity	TEVET programmes have dependent geographic positions not easily accessed	Increase scope of expansion	operates within the Higher Education TWG. The Ministry of Labour is implementing the New College Model to address a total reform of the TEVET programme:
	Need for increased numbers of female students	Improve gender disparities	
		Low Funding	
		Lack of proper sanitary facilities	
		Lack of special needs facilities	
		Training of trainers in special needs	
		Lack of enough trainers in colleges	
TEVET *Quality and Relevance*	Enhance provision and management of relevant equipment and TLMs, bearing in mind gender, special needs, and others.	Need better tools and learning materials Utilize technology to introduce guest lecturers and experts from industry	
	Strengthen and improve on examination modalities, certification and mode of assessments, and services in technical colleges so that students have added value within the minimum time possible		
	Improve curriculum delivery for technical and vocational teacher training; review and reconsider changes; match skills, attitudes, and knowledge to the labour market demands	Need curriculum development developers; need more regular review and frequency of curriculum development; and improve the curriculum development process Align curriculum to the National Qualification Framework	
	Improve staffing, coordinating and sourcing research in technical studies and commissioned studies	Trainers are inadequate or incompetent	
	Strengthen inspection and supervision of TEVET in secondary and technical colleges		
	Rehabilitate public technical college infrastructure; review Community Technical Colleges and Community Skills Development Centres		
		Harmonized policies; harmonized vision and	

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	ISSUES ADDED BY TEVET TWG	LABOUR INPUT
		mission at all levels; and provide research and evidence-based policies	
	Review and revise TEVETA Act to address role in the sector		
	Promote private sector participation in providing training	Lack of coordination among TEVET stakeholders No link between training institution and industry Lack of interest of industry to accommodate students and trainers on attachments	
TEVET *Governance and Management*	Governance, management and administration should be reformed; funding is erratic; DTVT is unable to serve the sector	Colleges have limited control over staff	
	Mitigate HIV and AIDS among students and staff		
	Develop TEVET management information system		
	Improve instructor recruitment and training; vacant positions and limited capacity to present some programmes		
		Student enrolment and boarding facilities affect management of the institutions	

Out-of-school Youth

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Out of School Youth *Access and Equity*	CBE is not a national programme	
	OSY is underfunded	
	OSY is not optimally useful to the targeted constituency	
Out of School Youth *Quality and Relevance*	Content irrelevant to needs; focus on skills and IGA training for those above 13 years	Agreement with reported field and historical accounts
	Introduce basic technology, including use of calculators	
	Improve advisory and inspection activities because so little evaluative information is available to examine the effectiveness of the OSY or areas that need improvement	
	Some programmes of NESP were not addressed, such as building connections between youth clubs and policy-makers or bridging dialogue with the Ministry of Youth, Development, and Sports, National Youth Council, and other youth groups at district and community levels	
	Better training for the specific needs of OSY	

	Align CBE to the world of work and not just primary education	
Out of School Youth *Governance and Management*	Underfunded and not a part of the National Local Government Finance Committee	
	Needs legal, policy, and strategic alignment to bring the programme into relevancy and usefulness	
	Needs specific procedures and policies to be designed for OSY	
	Funding decreasing over time, affecting the scale and quality of the programmes	
	Align CBE to the world of work and not just primary education	

Adult Literacy

SUBSECTOR	ISSUES REPORTED FROM FIELD AND HISTORY	SUBSECTOR TWG INPUT
Adult Literacy *Access and Equity*	Only 10% of entrants are men, and only 5% in Chichewa	
	Women comprise 90% of the participants at any time; largely a women's programme since 1986	
	NALP has not been able to fulfil the plan for 92,000 classes	
	No recruitment or records are kept for disabled participants	
	Men in many areas can withhold permission for women to attend	
Adult Literacy *Quality and Relevance*	Curriculum needs updating and should reflect context	*Agreement with reported field and historical accounts*
	Little advisory and supervision of the programme, and instructor and participant dropout are continuing problems	
	Need to establish the utilization of basic technology, but high costs limit real possibilities	
	Instructors should meet qualifications (most are Standard 8 with few certificate holders), and be remunerated accordingly (volunteers)	
	All materials are inadequate and need redesign and rebrand for 21st century issues and needs, but high costs accompany any reform	
Adult Literacy *Governance and Management*	Need for a specific Act on adult literacy	
	Need policies that are aligned to the mission of adult literacy; TWG meets irregularly	
	Insufficient funding for national programming to meet the needs; getting less than anticipated	
	District level committees meet infrequently and local committees are untrained and suffer high turnover	
	Governance, management, and administration problems plague the programme	