

Ministry of Education Sports and Culture

Malawi Education Sector :

Policy & Investment Framework (PIF)

Revised: January 2001

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Preface

Malawi has experienced some major changes in education over the past six years. Many of these changes were triggered by the introduction of Free Primary Education as a result of which primary school enrollments rose dramatically. Expansion of the primary sub-sector has in turn put pressure on the secondary sub-sector, which has also experienced some rapid expansion. Likewise, the tertiary education sub-sector has witnessed some growth, the most notable of which has been the establishment of Mzuzu University. Another significant development has been the re-allocation of technical and vocational education to the Ministry of Labour.

The Government's commitment to the education sector is underlined by the increase in funding to the sector, which is now the highest of all other sectors. Our cooperating partners have also increased their support to the education sector significantly. Meanwhile, the government has sought and encouraged partnerships with other education providers, most notably, NGOs and religious organizations. The critical roles of local communities and the private sector are also being recognized.

The impetus for the 2000-2012 RIF is two-fold. The first is that many of the changes that have taken place in the past six years have been largely unplanned for. They have been responses to emerging challenges and not part of a well-designed national strategy based on clearly articulated policies. Second, despite the high proportion of the Government budget going to education, the demands of expansion and quality education, leaves the sector seriously under-funded.

It is in view of the above challenges that the Government of Malawi has come up with a planned strategy known as the Policy & Investment Framework (PIF) for the education sector. The PIF approach, which will be reflected in the other sectors, spells out Government policy on education, the programmes that deserve the most attention and through the linked Mid-Term Expenditure Framework (MTEF) budgets for these programmes within the available financial resource package.

This document thus defines the country's educational policies and outlines the MoES&C's priority programmes during the next 12 years. Indicative figures on the financing of priority programmes are also given. It however needs to be stressed that this document is not complete. The PIF will remain a **"living and dynamic document"**. It will always need to be updated as the education sector in particular and the economy in general present new challenges and prospects. The document is thus a basic working tool, which is a guide to the kind of work that needs to be done within the various education sub-sectors.

This document has been the product of considerable consultation among the various educational stakeholders throughout 1999. In line with its policy of developing partnerships with all the relevant stakeholders, the MoES&C shall ensure that the RIF is disseminated widely in search of critical and constructive feedback. In particular, the MoES&C will engage in constructive dialogue with the donor community with the aim of reaching some consensus on an eventual sector wide approach to funding education through the combined resources of government, the private sector and external assistance.

Charles D Nthenda,

Secretary for Education

Ministry of Education, Sports & Culture

February 2000

Executive Summary

I Principles Guiding the PIF

1. The Policy & Investment Framework (PIF) is based on a comprehensive analysis of the education sector in Malawi. It proposes policies that will guide the development of the education sector in Malawi as it enters the new millennium. Although significant policy changes have been made in the past decade, they were in most cases partial and aimed at redressing problems inherited from the past and rarely sought to address the educational challenges of the future.
2. The PIF is education's response to the Government of Malawi policy of poverty alleviation and addresses the national educational goals as spelt out in Vision 2020. Increased investment in education contributes to economic and social development. Only an educated populace can best exploit Malawi's rich natural resources' base. Moreover, an educated populace is fully able to participate in a democratic society, is fully aware of its cultural heritage and of the need to further develop its culture, and to participate actively in the African and global communities.
3. The PIF appreciates the fact that Malawi's education system cannot contribute significantly to the alleviation of poverty unless the main constraints facing the system are addressed. An analysis of the Malawi's education system has identified these challenges to be: limited and unequal access to educational opportunity; declining education quality; a school curriculum which does not effectively address individual and societal needs; poor planning and management capacity; and inadequate financing.
4. In recognition of Malawi government's commitment to basic education as evidenced by the declaration of Free Primary Education in 1994, the PIT underlines the need for paying the greatest attention to the basic education sub-sector. This is in keeping with Article 28 of the UN Convention of the Rights of the Child which guarantees the right of the child to a basic education of minimum quality and to which Malawi is a signatory as well as with the Constitution of Malawi which enshrines this right thereby giving it the power of law.

II PIF Objectives

5 The PIF proposes five main objectives for the education system. The first is to increase access to educational opportunities for all Malawians at all levels of the system. The goal is to increase the net enrolment ratio (NER) in all districts to 95 % by the year 2015. At the secondary school level, the intention is to increase the GER ratio from the current 18 % of the relevant age cohort to 30 %. At the tertiary level, the target is to raise the participation of the relevant age cohort in tertiary institutions from the current 0.3 % to 1 %. The PIF's strategy seeks to minimize the tradeoffs among these sub-sectors while assigning the highest priority to accelerated progress towards universal primary schooling because universal primary education gives the highest social returns to investment - a more economically active, informed, healthier and participatory population. In recognition of this, the PIF proposes measures for alleviating the problems of poor attendance, enrollment, repetition and dropout at all levels of the system. At the primary school level where these problems are particularly acute, the PIF suggests strategies, which will help reduce repetition and dropout rates to less than 5 % in grades 1 to 7 and to less than 10% in grade 8.

6 Secondly, the PIF stresses the need for ensuring that Malawi's education system does not intensify existing inequalities across social groups and regions. The PIF identifies strategies, including bursary schemes, for improving the participation of girls and women, children with special needs and other disadvantaged youths and that of rural communities at all levels of the education system. At the primary, secondary and tertiary levels the intention is to increase female participation to at least 50% of the total enrollment at all levels of the education system.

7 The third objective is to maintain and improve the quality and relevance of education. Quality improvement will be addressed by strategies, which aim at combining the right inputs (good physical infrastructure, qualified teachers, and adequate instructional materials), the right processes (good management, effective teaching/learning, effective supervision and fair examinations), and the right outputs (motivated and well-educated students, capable of contributing to the development of the nation. With regard to the relevance of Malawi's education system, the PIF calls for ongoing reviews of the curriculum to ensure that it addresses the needs of individual school goers as well as those of the nation at large more effectively. Because adequate numbers of professionally qualified teachers are critical in promoting quality education, the PIF underlines the need for a quality and sustainable teacher-training programme especially for primary and secondary institutions.

8 The fourth objective is to develop an institutional and financial framework that will sustain Malawian schools and students into the future. Thus the PIF advocates for the strengthening of the capacity of the Ministry of Education, Sports & Culture (MoES&C) and relevant institutions to plan and manage educational programmes more cost-effectively. Likewise, the capacity of MoES&C's complimentary institutions will be strengthened so that these institutions are better able to promote quality and relevant education.

9 Finally, the PIF recognizes that the proposed changes are unlikely to be achieved with the current level of funding from Government while appreciating that the Government is unlikely to spend more than the current 27 % of the national budget on education. The main thrust of the policy is that those in society who can afford it will be asked to share in the cost of education provision while ensuring that the poorer sections of society are not forced to drop out of school because of inability to pay. The PIF recognizes the roles that communities and the private sector can play in the development of education and proposes strategies that will encourage an increase in private investment in the sector. The PIF also addresses the concerns of donors who have indicated their willingness to increase funding on the basis of a fully developed PIF.

III Implementation

10 The main thrust of the PIF is to ensure the implementation of Universal Primary Education (UPE). This will require allocating

additional funds which can be secured through four main strategies: a) increasing government spending on education, b) allocating more of the education budget to the primary sub-sector, c) introducing cost-sharing at secondary and tertiary levels, and d) providing the enhanced policy environment to increase private investment in education. While recognising the fact that post-secondary education enhances one's productivity and prepares individual Malawians for positions of responsibility in business, the professions and in government, the PIF recommends that more cost-sharing and private initiatives in educational provision are called for.

11 Successful implementation of the PIF will require close cooperation between the MoES&C and the full range of education stakeholders including parents, local communities, employers, NGOs and religious organizations all of whom will be called upon to assume significantly larger roles in educational finance and governance. It will also require continued financial support from the Ministry's international partners. Such partnerships will be guided by clear guidelines on the respective roles and responsibilities of these stakeholder groups and thus calls for relevant collaboration, liaison, consultation and consensus building.

12 The PIF will be implemented through two major strategies, one political and one technical. On the political front, the introduction of District Assemblies has the potential of creating the kind of decentralized system, which will energize local communities to actively participate in their own development. On the technical front, the implementation of the MTEF process will ensure that policy goals match priority programmes, with a much greater focus on outputs and outcomes.

13 Implementation of the PIF programmes will be incremental and will benefit from regular reviews and monitoring. It will also require the enacting of relevant legislation to remove any obstacles to successful implementation as well as to give any reforms the force of law. Moreover, after its approval, the PIF will be the basis for the development of a new Education Act.

V Key Policy Changes

(a) Basic Education

1. Basic education is expanded beyond the provision of primary education. It embraces pre-school provision, adult education and literacy as well as school health and nutrition.

2. Decentralization will devolve responsibility for primary education to the District Assemblies.

3. The share of the budget devoted to primary education shall increase from 62% to at least 65%.

4. Dropout and repetition rates will be reduced through a combination of advocacy and structural change.

5. Primary schools will become full community primary schools through increasing the autonomy of school management committees.

6. A national assessment system will be established to determine minimum learning requirements at all grade levels.

7. Government shall provide enabling environment for children with special needs and shall encourage them to benefit from the resource provided and enrolment of such children shall improve from the present 5% to 20% by 2012.

(b) Secondary Education

1. A unified system of public secondary education will be developed, unifying the various kinds of government secondary institutions.

2. The private sector will be encouraged to invest in secondary education; however, strict regulatory systems will be put in place to ensure that acceptable standards are maintained.

3. Selection to secondary education will be based on the principle of local catchment area, in pursuance of the goal of creating a national system of Day secondary schools.

4. Government will withdraw support to secondary boarding facilities. The system of local recruitment will reduce the need for boarding; however, where boarding is deemed necessary, parents will bear the full costs.

5. Secondary school pupils should be encouraged to invest in their education to approximately 50% of the cost of secondary education.

6. Government should progressively give schools greater autonomy and accountability in the utilization of school finances as a way of increasing school effectiveness and higher academic achievement.

7. Cost sharing will be introduced in a gradual and systematic manner.

8. A textbook cost-recovery fee will be introduced to ensure a sustainable instructional materials system.
9. The curriculum of secondary education will be revised to make it more relevant to the needs of the 21st century. Computer skills will be introduced, systematically and gradually in all secondary schools.
10. Secondary examinations will be reformed. School-based assessment will replace the JCE. The MSCE will be revisited and reformed in order to improve management (reduce cheating and reduce marking/reporting time) and to make it more responsive to the needs of the public and private sectors.

(c) Teacher Education

1. A Teacher Education Department located at the MoES&C headquarters shall be responsible for all teacher education and development matters.
2. The percentage of unqualified primary teachers will be reduced from the current level of 50% to 10% by 2012.
3. The School Support System will be expanded and strengthened.
4. All teachers in Community Day secondary schools will have a minimum secondary school teacher qualification.
5. Secondary teacher training will be revised to produce more flexible teachers.
6. Secondary teacher/student ratios will be fixed at 1/40.
7. A National Teacher Education and Development Programme will be developed by the end 2000.

(d) Tertiary Education

1. By 2012 the number of students receiving tertiary education will increase three-fold. This will be achieved through a more intensified use of existing facilities, distance education programmes and modern information technology teaching strategies.
2. The number of female students will increase from the current 29% to 50% by 2012. A large proportion of these students will be encouraged to enroll in non-traditional fields of study.
3. Cost sharing measures will be implemented and non-academic services shall be privatized.
4. The administration of public universities shall be decentralised.
5. The private sector will be actively encouraged to invest in tertiary education.

(e) Financing Education

1. Public financing of education will be selectively increased.
2. Greater cost-sharing and cost-recovery will target students who benefit most from education and who are most able to pay for it.
3. Higher levels of private sector financing, including the contributions from communities will be encouraged.
4. Increased external financing in response to clearly identified needs, strategies and the effective management of reforms will be promoted.
5. Funds will be brought as near as possible to the service providers, that is, to schools rather than central or divisional authorities.
6. The MTEF system will be fully implemented from FY 2000/1.
7. The Sector Wide Approach to financing education will be the main focus of future financial planning for the MoES&C.

VI Proposed Implementation Schedule: 2000

	Activity	Jan-Feb	March-May	June-Sept	Oct-Dec

1	PIF submitted by MoES&C to Hon. Minister of Education	X			
2	Approval by Hon. Minister of Education	X			
3	Submission to Cabinet for government approval	X			
4	Cabinet approval	X			
5	Tabled for parliamentary session as White Paper		X		
6	Approved by Parliament		XX		
7	Education Act prepared	XXXXXXXXXX	XXXXXXXXXX		
8	Education Act submitted to parliament			X	
9	Approval by Parliament			X	
10	Act comes into effect			X	
11	Publicity, Civic Education and Dissemination				XXXXXXX

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1 Background and Context for the Education policy & Investment Framework

1.1 Rationale for the Education Policy & Investment Framework (PIF)

1.1.1 The need to develop a Policy & Investment Framework (PIF) for education in Malawi grows out of several factors. The first is the need for a long-term development strategy for the education sector. Such a strategy should establish a clear set of policy priorities and should define the relevant sectoral reform programmes for government. Second, in view of the increasing number of donor-supported projects, there is a need for guiding these interventions to ensure a more systematic approach to investments in education. Third, the increasing number of new projects and the expansion of the education system in general, require the putting in place of appropriate management and monitoring mechanisms.

1.1.2 To effectively address these challenges, the Government has found it necessary to revisit its 1995-2005-education strategy. The main factors that have influenced a review of national educational priorities relate to:

? The challenges emanating from the implementation of the free primary education policy in 1994;

? Lack of an articulated policy on secondary and higher education;

? Greater concern with social equity which necessitates more attention to poverty alleviation issues and the reduction of gender and other types of social and regional disparities;

? Political liberalization which calls for improved governance and accountability at all levels of social life including the educational system;

? Increased prominence of science and technology, especially information technology which can narrow the gap between Malawi and the rest of the World;

? The reality of globalization and regional interaction efforts which call on Malawians to look for economic opportunities beyond their national borders;

? The enhanced role of the private sector in educational provision; and

? Realisation and recognition of the central role that the community has to play in the effective implementation of educational initiatives.

1.2 The Malawi Government Perception of the Role of Education in National Development

1.2.1 The broad policy of the Malawi Government is to alleviate poverty. Education is the centrepiece of this policy. Increased investment in education can yield broad economic and social benefits. Evidence shows that education is associated with increased agricultural productivity, higher incomes, and lower fertility rates and with improved nutrition and health. The education of parents, especially mothers, has been shown to affect the cognitive, affective and physical development of the child. In addition, the expansion of scientific knowledge and technologies that is necessary for development depend on education.

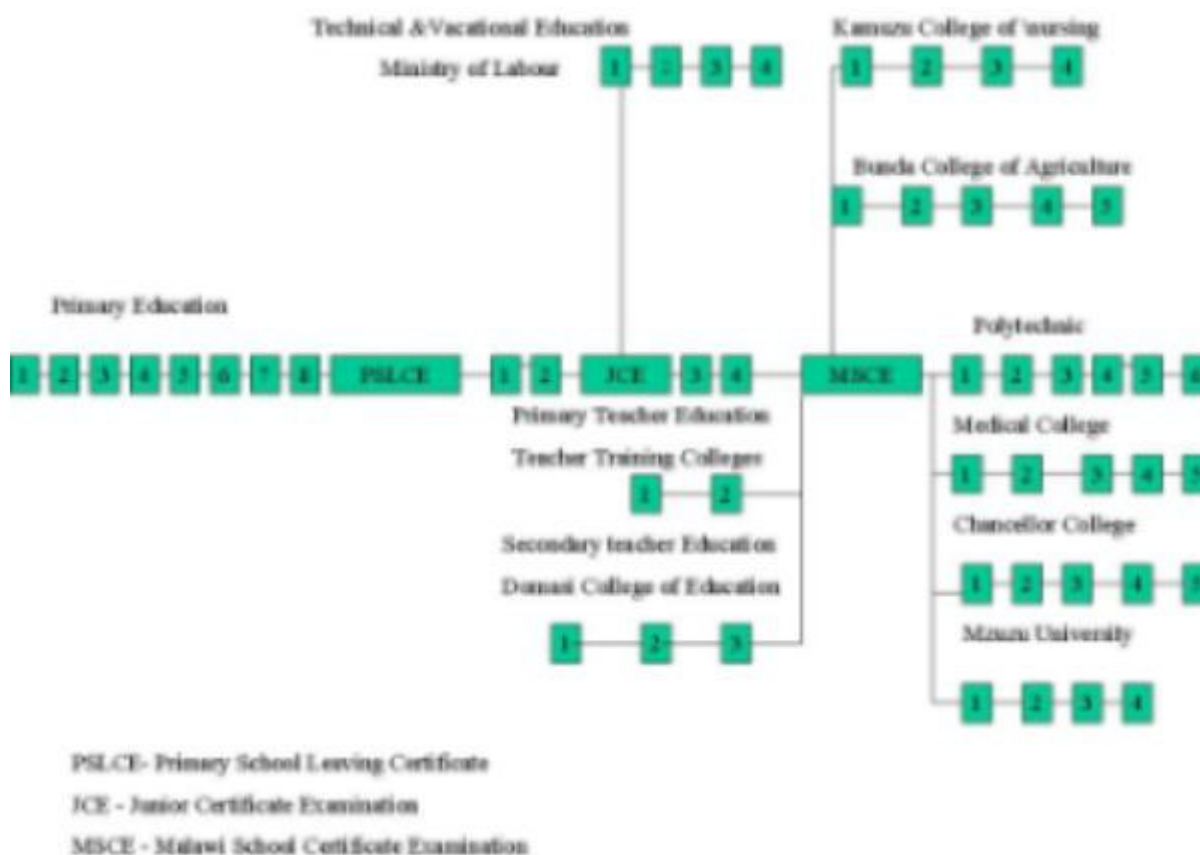
1.2.2 The Government further recognizes that education is an important ingredient in the development and nurturing of an educated leadership and effective governance. It is a catalyst for the raising of national consciousness, group solidarity and social cohesion. In this regard, **Vision 2020** - the Government's blue print for development - underlines the important role education should play in promoting a democratic culture, overall good governance and national unity. Educated Malawian national and local leaders are likely to be more receptive to new ideas and more tolerant of opposing views. A literate national population is also more likely to be supportive of the establishment and strengthening of school committees, parents/teachers' associations, staff and student unions and the recognition and acceptance of these stakeholder groups' role in school governance and in the sharing of educational responsibilities, including school finance.

1.2.3 Finally, following the Jomtien declaration on "Education for All", Malawi joined other nations of the World in declaring education a basic human right and has accordingly enshrined this belief in the country's constitution. It is in recognition of this that the education sector is currently the biggest recipient of the Malawi Government's recurrent resources.

1.3 Education Provision in Malawi

1.3.1 Malawi's system of education comprises of 8 years of primary, 4 years of secondary and an average of 4 years of university education (see Figure 1. 1). Primary education, pre school education and non-formal education initiatives such as adult literacy fall in the category of basic education. The purpose of basic education is to equip its recipients with basic knowledge and skills to allow them to function as competent and productive citizens in a free society.

Figure 1.1 The Structure of Public Education in Malawi



1.3.2 Just over 4,000 primary schools enrolling nearly 3 million pupils offer primary education. Although the official age allowed for primary school enrollees is 6 years, up to 16-year-olds are accepted in standard 1. The primary cycle is categorized into: the infant level which comprises of the first two years of formal school education; junior primary comprising of the next three to five years; and senior primary consisting of standards 6 to 8. Pupils who are able to reach standard 8 sit the Primary School Leaving Certificate Examination (PSLCE), which determines their eligibility for entry into secondary school. All of Malawi's primary schools have been deemed Community Schools, which in effect places the community in a position of central partnership with the Government.

1.3.3 Secondary school education is offered through conventional secondary schools and Community Day Secondary Schools (CDSSs). The purpose of secondary education is to provide its recipients with the knowledge, skills and adaptability to enable them earn a living, contribute to national development goals, to survive in the non-work environment, to participate in national affairs and to pursue further education with this ability.

1.3.4 Approximately 140,000 students (1997 figure) are enrolled in public secondary education (40,000 in conventional secondary schools, and almost another 100,000 are enrolled in CDSSs). Secondary school students sit two national selection examinations. The first, the Junior Certificate of Secondary Education (JCE) after two years of secondary school education and the second, the Malawi School Certificate Examination (MSCE) after four years of secondary education.

1.3.5 Tertiary education is provided by an array of educational institutions including primary and secondary teacher training colleges, technical and vocational training schools and a number of other post-secondary professional training institutions. Tertiary education aims at providing middle and high-level manpower requirements for the management and development of Malawi's economy and for the teaching and managing of the national educational institutions.

1.3.6 Almost 8,000 students are enrolled in 6 national primary teacher-training colleges and slightly over 500 at the Domasi College of Education, which trains secondary school teachers. Approximately 1,300 students are enrolled in technical and vocational education institutions, which are now run by the Ministry of Labour and Manpower Development.

1.3.7 The University of Malawi established in 1965 and the newly founded Mzuzu University provides university

education to approximately 3,500 students. The University of Malawi comprises of five constituent colleges. These are: Bunda College offering training in the agricultural sciences; Chancellor College which focuses on the arts, liberal arts and natural sciences; Kamuzu College of Nursing which trains nurses; the Polytechnic which offers courses in the fields of business studies, engineering, construction, telecommunications, welding and architecture; and the College of Medicine where medical doctors are trained. Mzuzu University offers training for would-be secondary school teachers.

1.3.8 Provision of education is supported by a system of four national institutions. The Malawi Institute of Education (MIE) develops and evaluates the school curriculum and coordinates in-service teacher training. The Malawi National Examination Board (MANEB) administers national examinations and develops examination syllabuses for all examinable subjects. The Malawi National Commission for UNESCO links government ministries, the intellectual and civil societies with UNESCO and its library is the official depository of all UNESCO publications in the country. Finally, the Malawi National Library Service (NLS) has the responsibility of promoting, establishing, equipping and managing national libraries.

1.4 Education Finance

1.4.1 The financing of education in Malawi is largely a responsibility of the Government. The Government's commitment to the education sector is demonstrated by the steady increase (from 20% in 1993/94 to 27% in 1999/2000) in the share of the Government recurrent resources allocated to this sector. This represents one of the highest allocations in Sub-Saharan Africa. The resources allocated to education as a proportion of GDP are substantial and now stand at 5%. The MoES&C has always received a protected status because the Government views it as a priority investment for poverty alleviation. The provision of government funding has been through the recurrent and development budgets. The recurrent budget is mainly from domestic revenue while the development budget is about 80% external.

1.4.2 External donors continue to play a significant role in education financing, especially with regard to the purchase of teaching materials, equipment, and furniture and the building of educational institutions, their renovation and maintenance. Donor contributions come in two forms. Firstly multilateral loans, which feature in the Government budget and in 1996/97 and 1997/98, averaged 74% and 91% respectively. Secondly, bilateral grants which are not reflected in the Government budget. In 1999/2000, total grants from the three major donors were equivalent to the total education development budget. In addition to the main education donors, NGOs have continued to support education with their support mainly focusing on the construction of school buildings.

1.4.3 Local communities and parents are increasingly playing a role in educational finance especially with regard to sharing in the cost of buildings and their maintenance, transport to schools, food, uniforms, learning materials and extra-curricular activities. Community participation is particularly significant at the primary level. More than 75% of Malawi's primary schools have been built with the support of local communities. Primary school maintenance has largely been a responsibility of communities. At the secondary level, almost 15% (1997) of Malawi's secondary school population is enrolled in private institutions.

1.4.4 Up to 1995, all donor projects were listed in the Public Sector Investment Programme (PSIP), which was derived from the statement of development policy (DEVPOL), a 10-year national development strategy. The PSIP was a three-year rolling plan. The development budget listed the annual commitments on the funded projects. However, PSIP has not been updated since 1995 due to a lack of relevant development policy blue prints, even though Vision 20120 is an attempt to fill this gap. As a result, the various government ministries started negotiating for project support directly with donors rather than go through the National Economic Council (NEC). The inefficiency of such a fragmented approach has given some ministries the impetus for developing Sector Investment Programmes (SIPs) as the need to integrate support for specific projects under a sectoral programme has emerged.

1.4.5 On the structure of funding arrangements, the Ministry of Finance (MoF) is the lead government institution in the budgetary process. The MoES&C and other line ministries are given ceilings that determine the budgetary limits. The Ministry then requests its institutions to provide activity-based budgets (ABBs) for inclusion in the budget. The MoF provides the forward budget ceilings together with the current years' ceilings to guide ministries for early preparation. Once the budget has been approved, government funding is allocated on a cash budget basis, direct to the main cost centres and to the subvented organisations. The main cost centres are MOES&C headquarters, the divisional offices, Domasi College of Education and the MCDE. Within these cost centres there are four programmes, namely; Administration, Primary, Secondary and Teacher Training. Under these there are sub-programmes, activities, items, and sub-items. The directly subvented organisations are the tertiary education institutions, Malawi National

Examinations Board (MANEB), Malawi Institute of Education (MIE) the Malawi National Library Services (MNLS) and the Malawi National Commission for UNESCO (MNCU).

1.4.6 The recurrent MoES&C budget has been implemented on a cash budget system. This system of releasing funds according to government revenues collected for a particular period was put in place to control government expenditures. A major weakness of this approach is that some essential educational services have tended to be under funded. In many cases accumulated arrears will account for the bulk of the funds received. In an effort to improve the efficiency of the use of available educational resources, the MoES&C is one of the five key Government ministries, which began piloting the Medium Term Expenditure Framework (MTEF) process for the 1996/97-budget year. Considerable difficulties have been experienced but it is hoped that the FY 2000/1 will see the first full MTEF implementation. The adoption of the MTEF will lead to relatively greater macroeconomic balance with the placing of GoM budgets within a realistic expenditure framework.

1.4.7 Within the MoES&C the MTEF approach will include: the articulation of broad policy intentions; the commitment by the districts, divisions and some of the other cost centres to the process through the preparation of Individual Activity Based Budgets (ABBs); and the adoption of a participatory, bottom-up approach with regard to the preparation of ABBs. This framework also provides an integrated approach to budgeting through the development and recurrent budgets. The programming of the budget will allow for the recurrent cost implications of development projects to be taken into account.

1.5 Malawi Government Vision for Education

1.5.1 ***Vision 2020: National Long Term Perspective Study*** has identified the main challenges facing Malawi's education system. These are: improving access, quality and equity in primary, secondary and tertiary education; strengthening the science, technical, vocational and commercial components of the school curriculum; improving special education; improving the performance of supporting educational institutions; and developing an effective and efficiently managed national education system. In view of this, Government will embark on strengthening key aspects of the national educational system by focusing its attention on a number of strategies.

1.5.2 One of these strategies will be the improvement of access to schooling for the general population as a measure for poverty alleviation and as a basic human right. In this regard, investment in basic education is the Government's main priority. However, expansion of secondary and tertiary educational opportunity will also receive support. The target of basic education initiatives is Universal Primary Education (UPE). The Government took the first step in this direction by declaring primary education free for all Malawians in 1994. The goal is to increase the net enrolment ratio (NER) in all districts to at least 95 % by the year 2012. At the secondary school level, the intention is to increase the GER ratio from the current 18 % of the relevant age cohort to 30 %. At the tertiary level, the target is to raise the participation of the relevant age cohort in tertiary institutions from the current 0.3 % to 1 %.

1.5.3 To ensure that the gains of increased access are not lost, the Government will put in place appropriate mechanisms to arrest the problems of poor attendance, enrolment, repetition and drop out at all levels of the education system. At the primary school level, where these problems are particularly acute, the intention is to improve enrolment through community mobilisation and civic education campaigns. Regular attendance, which is currently inhibiting children's learning, will be addressed through particular strategies developed by community groups such as school committees. Dropout and repetition rates will be reduced to less than 5 % in standards one to seven and to less than 10 % in standard eight, again through awareness raising and quality improvements at the school level.

1.5.4 Secondly, appropriate measures will be taken to promote the equity of educational access and outcomes with the aim of ensuring that education does not intensify existing inequalities between social groups and regions. As is true of access, equity is an area of concern at all levels of the education system. The goal is to improve the participation of girls and women, children with special needs and other disadvantaged youths and that of rural communities at all levels of the education system. At the primary, secondary and tertiary levels the intention is to increase female participation to at least 50 % of the total national school enrollment.

1.5.5 Thirdly, measures will be taken to enhance the quality of education offered by the national educational institutions with the ultimate goal of preparing graduates of the educational system to contribute more effectively to the country's socio-economic development efforts and to be competitive in the regional and World labour markets. The Government is committed to enhancing the quality of education at the primary and secondary school level mainly through the improvement of the teacher/pupil ratios and through the provision of professionally qualified

teachers as well as of relevant learning resources. In this connection, Community Day Secondary Schools (CDSSs) (formerly known as Distance Education Centers (DECs)) will be upgraded by providing them with essential learning/teaching resources. In addition, practising teachers at all levels of the system will be provided with ongoing professional support.

1.5.6 Fourthly, the school curriculum will be reviewed with the aim of getting national educational programs to be more reflective of changing socio-economic and political realities. In this connection emphasis will be put in developing the knowledge base, skills' level and values of school goers so that they can more effectively participate in the social, economic and political development of the country. At all levels of the system the teaching of basic literacy and numeracy skills as well as lifelong and critical thinking and analytical skills will be incorporated in the curriculum, which will also be made more gender-sensitive.

1.5.7 Among other factors, the success of these educational initiatives could greatly benefit from informed planning and professional management. The Government will therefore invest in strengthening MoES&C's capacity to use data for planning and in the training of school administrators in the areas of planning and management. Given that improved planning and management thrive better in situations characterized by reduced centralization of decision-making; the Government will support efforts aimed at promoting decentralized administrative structures and the participation of stakeholder groups in educational decision-making.

1.5.8 In a bid to promote a more integrated and cost-effective provision of educational services, the Government hopes to progressively incorporate adult literacy and pre-school education in the Ministry of Education.

1.5.9 In view of the Government's commitment to the strengthening of regional initiatives such as the Southern Africa Development Cooperation (SADC), efforts will be made to harmonise Malawi's education system with that of neighbouring countries. Thus, in the long-term it is hoped that Malawi will revert to a system of 2 years of pre-school education, 7 years of primary education, 4 of junior secondary, 2 of senior secondary and 3 to 5 years of university education.

1.5.10 The Government is aware that strong partnerships with local partners are essential to the success of the Ministry of Education's strategy. The Ministry will thus encourage the strengthening of the participation of parents and other local stakeholders in the financing and governance of individual schools and will encourage the expansion of private sector initiatives at all levels of the education system. In this connection, The Education Act will be revised with the aim of accommodating cost-sharing and private initiatives with regard to educational provision at all levels of the education system. A revised Education Act will also incorporate relevant administrative structures including a national Education Advisory Council and a Commission for Higher Education among other new initiatives.

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2 Major Educational Achievements (1995-1999)

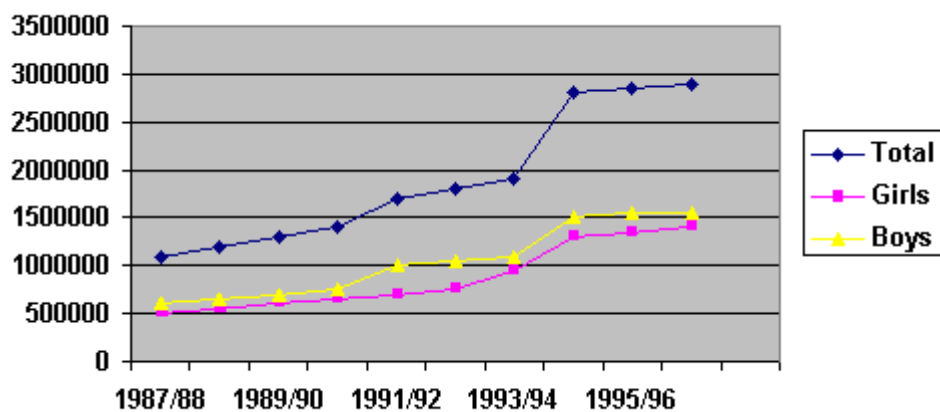
2.1 Basic Education

2.1.1 Without a doubt, the most significant educational achievement of the past five years has been the introduction of free primary education (FPE) in 1994. As a result of this policy, the number of children in Malawi's primary schools rose from just about 2 million to nearly 3 million which represented a 50 % rise in enrollments (see Figure 2.1). Although this policy was not strategically planned and implemented, and despite the insufficient budgetary provision for its implementation, it was widely welcomed by Malawians and the donor and international communities as a step in the right direction. The Government of Malawi has responded to the challenges of FPE by increasing the share of the recurrent budget to primary education from 49% in 1993/94 to 61% in 1998/99.

2.1.2 Parental and community commitment to education has been demonstrated by the increase in enrolment in the past decade, a large proportion of them in very difficult circumstances. Further gains will be made, as the perceived benefits of education are more widely understood, as a result of quality improvements.

Figure 2.1 Primary School Enrolments by Gender (1980-1997)

Primary School Enrolments by Gender 1987-1997



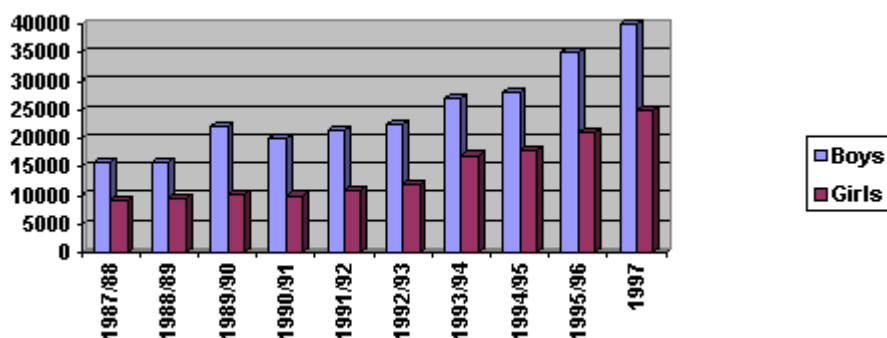
Source: 1997 MoES&C Educational Statistics

2.2 Secondary Education

2.2.1 The secondary sub-sector has also witnessed some noticeable growth (see Figure 2.2). Approximately 65,000 students are enrolled in conventional and private secondary schools. Almost another 100,000 are registered in Community Day Secondary Schools (CDSSs). Since 1994, 31 new secondary schools have been opened. However, secondary school enrollment for the relevant age cohort remains one of the lowest in Africa.

Figure 2.2 Enrolment in Secondary Schools by Gender (1987-97)

Enrolment in Conventional Secondary Schools by Gender 187-1997



2.2.2 Perhaps the more significant development in the secondary school sub-sector relates to the promulgation of relevant policy and strategic framework for creating the appropriate environment for secondary school expansion. In 1998 the Government announced policy changes meant to expand secondary school opportunity. As a result of the new policy, DECs have been transformed into Community Day Secondary Schools (CDSSs). Second, secondary selection will be decentralized and boarding schools will be phased out, as the emphasis will shift to a system of selection based on local catchment areas. In addition, the private sector will be encouraged to contribute much more to the provision of secondary school education. Although cost sharing measures will be introduced with the aim of ensuring that available Government resources benefit as many Malawians as possible, every effort will be made to ensure that secondary school education is not a privilege of the well to do.

2.3 Teacher Education

2.3.1 Gains have also been realized in the area of teacher training. Following the dramatic rise in primary school enrolments with the announcement of FPE, the Government recruited 22,000 temporary teachers. The Malawi Integrated In-service Teacher Education (MIITEP) programme was introduced to cater for the training needs of these new recruits. To date 16,000 teachers have gone through the MIITEP program. MIITEP trainees benefit from a phased programme that is supplemented by hand books and other training materials. A system of field support is now in place to complement the residential phase of the program. The network of teacher development centres, which, is emerging in all districts, will enhance the field support. In addition, gains have been made in the area of setting up systems for teacher support (Malawi Schools Support Systems Programme) and for their continued professional development.

2.3.2 There have also been significant developments in the area of secondary teacher education. The establishment of Domasi College of Education has substantially increased the output of secondary school teachers. Chancellor College recently mounted a University Certificate of Education Course for secondary school teachers who have no training in the area of education.

Finally, Mzuzu University has mounted a degree programme in education with the aim of supplementing education graduate output of Chancellor College.

2.4 Tertiary Education

2.4.1 The most significant development at the tertiary sub-sector is the opening of Mzuzu University. The capacities of the University of Malawi colleges have risen slightly or been maintained. Enrollments at the university level have rose from 3,535 in 1995 to 3,771 in 1999. Other positive developments within the university sector have included attempts by the University of Malawi Colleges to reach out more to the wider community and to continue providing the middle and high-level manpower for the country's civil service and the private sector.

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3 The Main Educational Challenges Facing Malawi

3.1 Access

3.1.1 Despite the framework for Free Primary Education (FPE) having been created, there is still a need for more and better educational facilities and for the enhancement of the capacity of a qualified teaching force.

3.1.2 The dramatic expansion of primary school opportunity has put tremendous pressure on a traditionally elitist secondary school system to accommodate more Malawian children. Although the goal of education is not limited to progression from the lower to the higher grades, a growing secondary school sub-sector will necessarily put pressure on the tertiary sector. In view of this, teacher-training institutions, including Chancellor College and Mzuzu University will be challenged to generate adequate and well-trained teachers to cope with the demands of an expanding education system.

3.1.3 Given that less than 0.5 % of Malawians aged 18 to 23 are enrolled in the tertiary education sub-sector there is a clear need for a selective expansion of this sector. Increased privatization of University education should therefore be one of the goals of future expansion of this sub-sector. If the consolidation and expansion of the secondary and tertiary sub-sectors has to be systematic, the education system will be challenged to develop a feasible conceptual, strategic and operational plan for secondary and tertiary education development in the country.

3.2 Equity

3.2.1 A second important challenge relates to putting in place measures aimed at reducing the existing regional, district and socio-economic disparities with regard to educational access at all levels of the system. Overall, urban residents have more access to education opportunity than do their rural counterparts. Gender-focused initiatives will act as one of the main offensives in the elimination of poverty.

3.2.2 In some remote parts of the country, girls' enrolment in primary school is relatively low. Gender equity is even more pronounced at the secondary school level. Approximately 39% of secondary school pupils are female. With regard to regional distribution, a disproportionate share of the available secondary school institutions is located in the urban areas of the country.

3.2.3 At the tertiary sub-sector, approximately 28% of students are female. The situation of women's under-representation in higher education institutions is compounded by their under-representation in science and other professional degree programs. Malawian girls are also relatively under-represented in vocational training institutions. Malawian girls are more prone to repetition and dropout than boys and women form the majority of the country's illiterates.

3.3 Quality

3.3.1 A third important challenge is to enhance the capacity of the education system to provide an education of acceptable quality (see Figure 3.1 for key quality indicators). The introduction of FPE resulted in a chronic shortage of basic relevant physical and human resources and in very high pupil/qualified teacher ratios. This scarcity of basic learning/resources is also true of the secondary and tertiary sub-sectors where essential physical facilities and reading materials are lacking in many institutions. The relatively poor terms and conditions of employment for all teachers have resulted in a poorly motivated teaching force. The consequences of this situation are that the quality of education provided by the system has deteriorated to a disturbing level.

3.3.2 Emerging evidence suggests that an additional and worrying challenge is that even where educational resources are made available and accessible, education of the youth is not fully valued by some communities. This is demonstrated by low attendance in schools, which are relatively well resourced. Quality and relevance of the education on offer contribute to this, and therefore there is much to be done on the part of the Government and the community themselves to enhance the perception of the benefits of education, and to overcome the very real barriers to uninterrupted attendance that pupils in the most deprived circumstances face.

Figure 3.1 Key Education Quality Indicators (1997)

Performance in national examinations (% pass) in government schools

Primary School Leaving Certificate Examination (PSLCE) 77

Junior Certificate Examination (JCE) 81

Malawi School Certificate Examinations (MSCE) - Secondary Schools 36

Malawi School Certificate Examinations (MSCE) - CDSSs 8

% of qualified teachers

Primary (diploma or certificate) 51

Secondary (holders of diploma or above) 37

CDSSs (holders of diploma or above) 1

Teacher Training Colleges (degree holders) 25

Technical/Vocational institutions (degree holders) 35

University (Ph.D. holders) 20

Pupil: Teacher ratios

Primary 62:1

Secondary (incl. CDSS) 36:1

University 10:1

Repetition and drop-out rate (primary)

Repetition (all Standards) 15%

Drop-out (all Standards) 17%

Survival Rate to Standard 8 20%

Physical facilities (primary)

Pupils per permanent classroom 119

Pupils per desk 38

Pupils per chair 48

Pupils per textbook (English, Math and Chichewa) 24

Source: 1997 MoES&C Educational Statistics

3.3.3 Deterioration in the quality of education offered by Malawi's school system has introduced other challenges. One of them is that the poor quality of education has tended to contribute to the very high rates of dropouts and repeaters, particularly at the primary school level. This has resulted in extremely low levels of internal efficiency of the primary system. Given the paucity of the resources likely to be available to education in both the short and long term, appropriate measures to arrest the wastage problem will need to be put in place.

3.3.4 Although an adequate and professionally qualified teaching force is a felt need at all levels of the system, such a need is most critical at the basic education level. The large numbers of teachers required to compensate for the high level of attrition (est. 11%), coupled with the increasing number required to implement the improvements in the system dictate that a school based distance education teacher training model as well as a programme of professional staff development for practising

teachers should continue in the short term. For any on-going teacher training and development programme to be effective, due consideration has to be given to the capacity of the primary teacher training colleges to deliver, and also to ensure that the systems for field support and supervision are developed and embedded nationally.

3.3.5 For both the basic and secondary school levels, the level of teacher recruitment, and the quantity required to sustain the system demands that a strategic plan for teacher recruitment is formulated. Such a plan should also take account of the need to train teachers who are more flexible with regard to what they can and should teach. Also critical is the need for an ongoing in-service training programme for practising teachers. Given that both the recruitment and retention of teachers for all levels of the education system has much to do with their economic and social status, a review of the remuneration package for teachers and other educational staff is a matter deserving urgent attention.

3.4 Relevance

3.4.1 In addition to the provision of relevant physical and human resources, the quality of re-education provided by Malawi's educational institutions should be enhanced by a thoroughly revised curriculum. The challenge is to design a school curriculum which de-emphasizes selection for post-primary education. Instead, the focus should be on the more than 90 % of the primary and secondary school graduates who have to seek employment in the private and informal sectors. In this connection, the primary and secondary school curriculum of the future should strive to impart essential skills and knowledge on a broad range of issues including new basic skills; critical thinking and analytical skills, civic and democratic values, computer skills, entrepreneurial skills, life skills and environmental education. The teaching of science and mathematics will also deserve more attention in the re-oriented curriculum.

3.4.2 At the tertiary, and to a limited extent lower levels as well, a key challenge remains one of getting relevant institutions to keep pace with world-wide developments in science and technology and to relate what is taught to the needs of the wider society and the private sector. These changes call for commensurate changes in teacher training programs.

3.5 Management

3.5.1 An effective management and planning system is a pre-requisite for both improved quality as well as better use of available resources. In addition to identifying appropriate mechanisms for addressing the training needs of educational managers for all levels of the system, there are challenges relating to the improvement of supervisory services and to the decentralization of management, especially of teacher recruitment and deployment. Also relevant is the need to work out strategies to enhance the participation of stakeholders in education-decision making and for promoting a clear demarcation of roles and responsibilities of these groups. The overall performance of the education system is likely to be promoted by a system of decision-making, which places the school and its constituents at the centre of educational decision-making.

3.6 Planning

3.6.1 The major educational planning challenge relates to the strengthening of relevant capacities for the collection, analysis, storage and use of educational data. There is a clear need for establishing an effective information retrieval system that can be used as a planning and policy tool for all levels of the education system. This calls for the establishment and strengthening of sustainable Education Management Information Systems (EMIS), and at the tertiary level for the strengthening of institutional capacity for strategic planning. Supplementary to the EMIS in the rationalisation of the provision of educational services, will be a Malawian School Mapping exercise, which will be a systematic approach to determining the provision of education services within a prescribed socio-economic context in respect to demographic factors.

3.7 Finance

3.7.1 The strong government commitment to the education sub-sector is far from enough to accommodate the demands of significant expansion and improvement in the system. In view of the fact that available government resources can be stretched only so far, a major shortcoming of the current system of education finance is its over-dependence on scarce government resources (see Figure 3.2 for key finance indicators). Although donor presence is strong especially in the area of development expenditure, such heavy dependence on the donor community poses serious problems of national ownership and sustainability. Also regrettable is the fact that although the private sector is a major beneficiary of the public school system, its role in national educational financing remains rather limited.

Figure 3.2 Key Education Finance Indicators (1997)

Public expenditure on education (%)

? of national recurrent expenditure spent on education 28

? of Gross Domestic Product (GNP) spent on education 6

Education recurrent expenditure by level and category (%)

Primary 59

Secondary (CSS & CDSS) 9

Teacher Education 3

University 15

Personal emoluments (primary) 87

Teaching and learning materials (primary) 4

% of donor contribution to the education development budget 91

Unit expenditure per pupil (NIK & US\$)

Primary school pupil (in MK & US\$) 362 (\$14)

Secondary school pupil 2,934 (\$114)

University student 75,230(\$2,916)

Teaching staff salaries (NIK & US\$) (per month)

Trained primary school teacher 1042 (\$25)

Trained secondary school teacher 2,280 (\$51)

University lecturer (second degree holder) 5633 (\$155)

3.7.2 A second problem relates to the inefficient use of the available resources. One manifestation of this is the skewed nature of the allocation of government funds in favour of higher education. In 1997/98 for example, the government spent 208 times as much money on a university student as it did on a primary school student. During the same year, it cost the government Malawi Kwacha (MK) 75,230 (US\$2,916) to educate one university student compared to MK 2,934 (US\$114) for a conventional secondary school student (only US\$30 was spent on a DEC student), MK5, 604 (US\$224) for a teacher training college student and a meagre MK362 (US\$14) for a primary school student.

3.7.3 Another inefficiency in resource allocation is the skewed distribution across inputs. Firstly, teachers' emoluments have always accounted for the largest proportion of the education recurrent expenditure. In the 1997/98 fiscal year for example, of the total recurrent expenditure available to primary education sub-sector 87% went to staff emoluments with a mere 4% being allocated to learning/teaching inputs. Having said this it needs to be appreciated that salaries of teaching staff at all levels of the system are extremely low and constitute the main reason for their generally low morale. The starting salary for a trained primary school teacher is only MK1, 042 (US\$25) per month, that of a secondary school teacher holding a university degree, MK2, 280 (US\$51) and that of a university lecturer holding a minimum of a second degree MK5, 633 (US\$155). Such low salaries make it virtually impossible to defend an argument in favor of reduced staff emoluments. Secondly the allocation to welfare provision is very high at the secondary and tertiary levels. In 1997/98 13% of the government recurrent budget for conventional secondary schools was spent on boarding. Given the right conditions, these resources could be released for more cost-effective educational interventions.

3.7.4 A fourth illustration of poor utilization of the available education funding relates to the pervasiveness of inefficiency with regard to time and facilities' use and the high rate of dropout and repetition at the primary level. A substantial number of Malawi's educational institutions are characterized by fewer than 5 hours of teaching in a day, long and frequent breaks and by relatively poor utilization of the existing physical facilities.

3.7.5 Fifthly, the efficiency of the financing mechanism leaves much to be desired. Currently there is a large discrepancy between the approved and the actual budget. In 1997/98 primary education received 22% more resources than was approved. These large jumps are a partly the result of certain built in constraints in the government budget system, but also indicate that the budget preparation process could be improved. Secondly, most donors, NGO and other funds do not appear in the development budget and therefore sector planning is difficult to co-ordinate and proper planning is difficult due to fragmented analysis. Finally, the lack of transparency and accountability in the system means that it is probable that service providers don't always receive the budgets they are entitled to.

3.7.6 There are additional problems associated with the MOES&C budgeting system. They include the facts that: there is no standard formula regarding how resource estimates allocations should be arrived at which limits the capacity of the beneficiary institutions to forward plan; the recurrent budget is prepared on an incremental and not a strategic planning basis; no initial reviews of specific funding activities are done to ensure that these activities conform to the priorities of the WES&C or that they

are being implemented in the most effective manner; the MoES&C's recurrent budget structure does not always reflect the activities which the Ministry is responsible for; and because there is no forward planning of the recurrent budget to be able to take into account the recurrent cost of the investments.

3.7.7 Despite the benefits associated with the piloting of the MTEF, more remains to be done. The budget process needs to be more coordinated, budget estimates need to reflect the MoES&C budget ceilings and the prioritisation process needs to be more clearly arrived at on the basis of serious analysis, and the setting of ceilings in terms of specific investment programmes. Moreover, the budgeting process within the MoES&C could do with more coordination especially with regard to relating the preparation of the development budget to that of the recurrent budget.

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4. Proposed Policies (2000-2015)

4.1 Basic Education

4.1.1 Mission Statement

The Government aims at developing and providing quality basic education for every child in an effective partnership with relevant stakeholders. The purpose of primary education is to equip students with basic knowledge and skills to allow them to function as competent and productive citizens in a free society. The provision of primary education will be the main contribution of the education sector to poverty alleviation.

4.1.2 Access

(a) Policies

1. Equal access for all children to quality primary education shall be the main thrust of Government policy on basic education access. Net enrolment ratio shall increase to 95 % by 2007.
2. The Government shall develop and implement a more coherent strategy on basic education issues such as pre-school provision, adult education and literacy and school health and nutrition. Relevant strategy documents shall be produced by 2002 and adult literacy rate shall improve from the estimated 65% to 85% over PIF period.
3. Government shall promote the development of pre-school facilities so that an increasing number of children have access to pre-school facilities.
4. Government shall promote strong partnerships with other basic education providers with the aim of strengthening the involvement of private education providers.
5. Minimum entry into primary education shall be 6 years of age while the maximum age of entry shall be 11 years. Average age range in a class will reduce from 10+ years to 5 years.
6. The MoES&C shall promote a double shift system for those schools that are adequately equipped for such an innovation as a way of expanding access.

(b) Strategies

1. More schools and classrooms will be built, based on clearly identified needs and priorities especially in areas where there is under-provision. Classroom stock will increase from 25,000 in 1997 to 40,000 in 2012.
2. Existing schools will be improved, renovated and maintained. Pupil: permanent classroom ratio will improve from 11.9 in 1997 to 8.0 in 2012.
3. Census, school mapping and coordinated data collection exercises will be organised which will specify the areas of greatest need, in terms of provision and maintenance of school infrastructure, facilities and resources.
4. A series of strategies, incorporating elements of civic education, which will highlight the benefits of education and increase the participation of communities and other stakeholders in the education process will be developed and implemented.
5. The Ministry of Education, Sports and Culture will actively seek closer links with the Ministry of Gender, Youth and Community Services, the Ministry of Health and Population and the Ministry of the Disabled to generate discussion and debate on areas of mutual interest. These enhanced links will lead to the identification of strategies and plans of action to tackle basic education issues in a more holistic manner.
6. The government will enact appropriate legislation to ensure the necessary enabling environment to encourage the provision

of quality private primary education in order to increase the number of pupils in private primary schools.

7. The Government shall establish guidelines on community participation in primary education provision while taking into account significant variations among different communities.

4.1.3 Equity

(a) Policies

1. Government shall provide an enabling environment for children with special educational needs and for the underprivileged within the conventional school system.

2. Government shall be proactive in its investigation of strategies needing to be introduced, to make education all-inclusive. Specific target groups to include: orphans (especially those whose parents have died of HIV/AIDS); children with special educational needs; girls; and out-of-school youth.

3. Special needs education shall be afforded a priority status with the aim of getting a higher number of pupils with special education needs to complete the primary education cycle.

4. Gender equity shall be promoted by making the school an environment supportive of the needs of both boys and girls. The target is increased and equitable participation of boys and girls in basic education. The MoES&C shall put in place appropriate measures to enhance the participation of girls in basic education. The proportion of female pupils enrolled rises from 48% in 1998 to 50% in 2002.

5. The MoES&C shall devise and implement strategies whereby teachers (including female teachers) are encouraged to teach in remote and difficult areas. The proportion of rural schools meeting the 60:1 pupil ratio will increase from 15% in 1997 to 25% in 2002.

6. The needs of students with severe disabilities shall be addressed through setting up a collaborative framework with other Ministries (e.g. Health and Population, Gender Youth & Community Services and Ministry of Persons with Disabilities) and with civic organisations such as MACOHA by the end of 2000.

(b) Strategies

1. The Government will develop and implement a primary education policy aimed at making education at the primary level all-inclusive.

2. The MoES&C will coordinate a social mobilization campaign targeting socially disadvantaged groups, which will aim to boost the participation of out-of-school youth, girls, orphans (especially those whose parents have died of HIV/AIDS) and children with physical and learning difficulties.

3. Children with mild disabilities will be taught in regular schools, supported by teachers with specific training in special education.

4. The physical design and construction of schools will address the needs of children with special needs.

5. The Government will promote the Community Rehabilitation Strategy in the case of pre-school age children, with the objective of helping families cater for children with special needs, so elder female siblings can be released to attend school.

6. The Special Needs Education Support System will be strengthened.

7. The MoES&C will continue the development of gender sensitive instructional materials, sensitisation of teachers to gender issues and through gender-sensitive approaches to teacher education.

8. Community Based Childcare (CBCQ) will be promoted in primary schools.

9. MIE & MANEB will continue to devise strategies to ensure that pupils with special needs are not disadvantaged in their efforts to complete their courses of study.

10. The MoES&C will promote the acceptance and operationalisation of the fact that more equitable education will be provided through enhanced partnerships, especially with local communities.

11. The MoES&C will investigate the options of incentive schemes and improved conditions of service for teachers posted to remote and difficult rural areas.

4.1.4 Quality

(a) Policies

1. The MoES&C shall establish and maintain agreed minimum standards for the provision of quality teaching and learning in all primary schools. Survival rate to standard 8 shall increase from 20% in 1997 to 30% in 2002.
2. The MoES&C shall strive to promote the capacity of schools to offer a comprehensive range of literacy and numeracy skills.
3. Efforts shall be made to reduce the current pupil - qualified teacher ratio to 60:1 across all primary standards by 2012. The national teacher: pupil ratios in Standards I shall reduce from 134:1 in 1997 to 80:1 in 2007 and 60:1 2012.
4. The MoES&C shall put in place appropriate measures to reduce pupil repetition and early school withdrawal. Repetition rate shall decrease from an average of 15% to 5% in standards 1-7 and to 10% in standard 8. Dropout rate shall reduce to 5% in all standards during the plan period.
5. The MoES&C shall investigate and tackle the main causes of chronic pupil absenteeism in primary schools and will develop and introduce collaborative strategies and measures such as community sensitisation to address the situation. The intention is to increase the daily attendance/enrolment ratio from 60% in 1999 to 80% in 2002 and to 100% in 2007.
6. Schools shall be required to promote good health and sanitation practices. National pupil: permanent latrine ratio shall decrease from 3 : 1 in 1997 to 1 : 1 by 2007.
7. Schools shall be suitably and cost-effectively constructed so as to enhance effective learning and practical maintenance. National pupil: classroom ratio shall decrease from 119:1 in 1997 to 80:1 in 2007.
8. Government shall establish standards and guidelines for minimum quality infrastructure while taking into account variations in both local conditions and different levels of community expertise,
9. Every effort shall be made to address the rehabilitation and maintenance needs of all schools.
10. The MoES&C shall ensure that each school has an adequate supply of instructional and teaching/learning materials, and that schools have some degree of control and choice over such a supply. The pupil textbook ratio shall improve from an average of 24 pupils per textbook in 1997 to 2 pupils per textbook by 2002.
11. The MoES&C shall improve the distribution of school materials and supplies. It is hoped that by 2002 the distribution of these materials will have improved such that all pupils will be supplied with exercise books and writing materials.
12. Schools shall be encouraged to establish school libraries, allowing pupils greater access to books as a way of improving their literacy levels.
13. The MoES&C shall take relevant action aimed at improving the supervisory, inspection and advisory system. Visits to schools by PEAs shall increase to at least 3 times a year.
14. As a mechanism for monitoring and evaluating the quality of primary education, pupil assessment procedures shall be afforded a high priority.

(b) Strategies

1. The MoES&C will plan, introduce and promote the concept of 'Whole School Development' process nationally.
2. Future developments of primary school facilities and infrastructure will be in response to identified need.
3. The MoES&C will establish, publish and promote national norms and guidelines for school construction.
4. A schools rehabilitation and maintenance programme will be developed by 2002. The MoES&C will ensure that this programme is implemented and monitored.
5. Guidelines for an acceptable level of water and sanitation provision will be developed. Every effort will be made to provide the minimum necessary health and sanitation facilities, which includes provision of adequate latrines and safe water, and effective health promotion in schools and communities
6. Strategies to improve the supply and distribution of school materials and teaching/learning resources, such as the

decentralisation of distribution will be developed and introduced. Such strategies will endeavor to target the most poorly resourced schools.

7. The MoES&C will develop and enforce systems and procedures, which will lead to more efficient use, and functional life of instructional materials.

8. The MoES&C will review and implement the supervisory, inspection and advisory mechanisms and procedures, both at the centre and in the decentralised offices, to provide more effective support to schools and staff.

9. The process of national assessment shall be reviewed and appropriate recommendations for change shall be made in the light of emerging needs and the changes in local catchment recruitment at the secondary level.

10. Appropriate guidance and counseling programmes will be designed and implemented as a way to improve the quality of primary school education.

4.1.5 Relevance

(a) Policies

1. The MoES&C shall through the MIE be responsible for the development, implementation and monitoring of a basic national curriculum, which addresses both the academic and non-academic needs of pupils. The primary school curriculum will be revised by 2002.

2. While every school shall adopt and follow the basic curriculum, schools shall be encouraged to develop and introduce not more than two, non-examinable and skill-focused subjects oriented towards the local enrichment and diversification of curriculum. The equipping of teachers with relevant curriculum development skills shall precede the implementation of this strategy.

3. The MoES&C shall actively encourage the promotion of schools as environments where pupils are enlightened on all communicable diseases, including HIV/AIDS.

(b) Strategies

1. The MoES&C will review, publish, implement and monitor the primary national curriculum starting from 2000.

2. The basic education curriculum and syllabuses will be amended to reinforce the messages related to the social impact and coping strategies of the HIV/AIDS pandemic.

4.1.6 Management

(a) Policies

1. Government shall vigorously pursue its policy of decentralisation of responsibilities and services so as to support schools and to ensure efficiency gains.

2. The system of teacher recruitment and deployment shall be rationalised and decentralised so as to respond to the actual needs of pupils, schools and communities. Districts shall assume the responsibility of recruitment and deployment by 2002.

3. While the Government shall continue to be the main provider of education, parents and communities shall be involved in the management of schools. The intention is increase the percentage of effectively functioning school committees to 100% by 2012.

4. In respect to school governance, Government shall establish guidelines on community participation and school management, while taking into account significant variations among different communities.

5. The Government shall forge stronger links with all stakeholders in the education process.

(a) Strategies

1. More effective and efficient use of the existing school facilities will be made. Piloting strategies to make more efficient use of school facilities might include multi-grade teaching/learning.

2. Management responsibilities and provision of services to primary schools will be transferred to the district, zonal and school levels.

3. Deployment of personnel, training and resourcing will be strengthened at the district and zonal levels.

4. School management will be supported through training programmes for Primary Education Advisers, senior school staff and school management committees.
5. Teacher recruitment and posting policy will be reviewed so teachers are more efficiently recruited and deployed.
6. Primary school teacher recruitment and deployment will acknowledge the scale of teacher attrition due to a variety of factors including the HIV/Aids pandemic.
7. The MoES&C, in consultation with relevant stakeholders, will establish guidelines for the working relationship between parents' association, teachers' union and school management committees.

4.1.7 Planning

(a) Policies

1. EMIS shall be afforded a priority status in the quest for an effective tool in the rational planning of the primary education system. A functioning and relevant EMIS will be in place by 2002.
2. A School Mapping Exercise shall be mounted every five years so as to enhance the capacity of Ministry staff to efficiently assess, plan and effect education development in line with the socioeconomic and demographic factors, at national, divisional, district and zonal levels.

(b) Strategies

1. EMIS will be enhanced through an improved and streamlined school census exercise and expanded school mapping effort.
2. The capacity of schools, zones, districts and divisions to gather, interpret and use data will be enhanced.
3. Reliable, relevant and timely information will be freely available to all personnel, at all levels of the system. Training in data analysis and utilisation will follow.

4.1.8 Finance

(a) Policies

1. The government shall continue to increase and maximise the share of the educational budget allocated to basic education. The share of allocation to basic education shall rise from 62% in 1997 to at least 65% in 2002.
2. The Government shall encourage and strengthen partnerships in educational development.
3. The MoES&C shall introduce measures to increase the internal efficiency of the system so as to reduce the overall cost of primary education. The input/output ratio shall improve from 2.38: 1 in 1997 to 1.5:1 in 2002.
4. The MoES&C shall pursue policies, which increase the allocation of the education budget to primary school teaching/learning materials. The share of allocation to teaching/learning materials shall increase from 3% in 1997 to 13% in 2002.
5. The Government shall introduce cost-saving measures regarding the maintenance of existing teaching and learning materials. Relevant measures shall be in place by 2002.
6. The MoES&C shall continue to encourage communities and parents to assist in school construction and maintenance in kind through the provision of their labour. However, parents/communities wishing to make cash contributions will be allowed to do so and the MoES&C shall establish mechanisms, which schools and school committees should follow to allow greater transparency and accountability.
7. The MoES&C shall promote the expansion of private primary schools.
8. The double shift system, focusing on more effective use of physical facilities shall be increased, particularly in urban schools by.

(b) Strategies

1. The MoES&C will strengthen links partnerships between individuals, local communities, Non-Governmental Organisations (NGOs), the private sector, central government and the donor community.
2. Internal efficiency will be improved by repetition and drop out rates being systematically reduced. Efforts will be made to

ensure that the strategies utilised to bring about these reductions will not compromise the access that pupils have to education, nor the quality of that education.

3. The MoES&C will devise a mechanism for guiding the determination of schools, which may have the potential to implement double shifting by the end of 2000.

2. Primary Teacher Education and Development

4.2.1 Mission Statement

Primary teachers play critical roles in the development of primary age children and also in development of the wider community. The overarching aim of a primary teacher development program in Malawi is to train and continually develop teachers so that they are able to function effectively in the delivery of a quality education to all pupils.

4.2.2 Access

(a) Policies

1. The Government shall promote the participation of the private sector in the training of primary school teachers.
2. The MoES&C shall continue the training of teachers using both distance and face-to-face approaches. In this connection, more TTCs shall be established.
3. All new recruits to the education profession will complete a two-year program of teacher education and professional development. By 2002 an integrated national teacher education program shall be in place.
4. Potential teachers shall be recruited, selected, and deployed in a systematic manner.

(b) Strategies

1. The Government will enact relevant legislation to govern and strengthen the participation of the private sector in primary teacher training.
2. The Government will aim at establishing at least one primary teacher training college in each educational division by 2002.
3. The MoES&C will merge all the existing activities on primary teacher education under one national teacher education department by 2002.

4.2.3 Equity

(a) Policies

1. The MoES&C shall put in place appropriate measures aimed at addressing the gender imbalance in teacher supply, provision and deployment.
2. The Government shall make appropriate provision for the training of special education needs' teachers and trainers of special needs teachers.

(b) Strategies

1. The MoES&C will introduce relevant incentives to ensure that more women are recruited as primary school teachers.
2. The Departments for the visually and hearing impaired will continue to train specialist teachers at Montfort College and other relevant institutions.
3. The Department of Teacher Education & Development will enhance the training of specialists in the teaching of children with learning difficulties.
4. Extra training will be given to a number of primary school teachers on how to address the special needs of visually impaired pupils within a conventional classroom setting.

4.2.4 Quality

(a) Policies

1. The MoES&C shall put in place a quality teacher education and development program for all teachers in the system. The percentage of unqualified teachers shall reduce from the estimated 50% in 1997 to 3 0% in 2002 and to 10% by 2012.
2. The MoES&C shall define national standards for teacher training which all colleges, including private colleges shall be required to adhere to.
3. The MoES&C shall pursue the target of raising the minimum qualification for a primary teacher trainer to possession of at least a first degree and at least three years teaching experience in primary schools. The percentage of degree holders in colleges shall increase from 25% in 1998 to 40% in 2002 and to 60% by 2012.
4. Beginning 2000, the minimum entry qualification for primary school teacher trainee shall be raised to MSCE and the current untrained teachers who are JCE holders shall be afforded an opportunity to upgrade their academic qualifications and to take advantage of the available training opportunities.
5. From 2000, potential primary teacher trainees will be required to have credit passes in Mathematics, English, one natural science and one social science.
6. The MoES&C shall ensure that all TTCs conform to minimum physical infrastructure standards.
7. The MoES&C shall develop and enhance TTC lecturer quality, in terms of qualifications, and their ability to deliver effective training.
8. The MoES&C shall ensure that all trainees have access to an adequate supply of relevant instructional materials.
9. The MoES&C shall provide a quality, integrated INSET program for primary school staff. All staff to have at least 3 days of INSET per year.
10. A zonal network of 315 Teacher Development Centres (TDCs) shall be in place by 2002.

(b) Strategies

1. Zonal meetings for school staff will be scheduled and programmed in a systematic and cost effective manner.
2. As a consequence of the high volume of unqualified teachers needing to be trained, a MIITEP- style of teacher education will continue as long as the need for it is justified.
3. PEAs will be required to supervise MIITEP students at least once per term.
4. All newly recruited PEAs and senior school staff will be oriented to the MIITEP program by 2000; thereafter orientation will target a number equivalent to the attrition and replacement rate.
5. The monitoring of zonal seminars for teacher trainees will be conducted by DTED and district teams. The frequency of visits by the monitoring teams will be at least 3 times per year per district.
6. Primary school teachers will continue to teach the full range of subjects, and will be trained accordingly.
7. The MoES&C will promote a system of regular rehabilitation and maintenance of TTCs.
8. TTC lecturers will be recruited in sufficient numbers to replace those lost through attrition and to meet efficiency targets.
9. The MoES&C will put in place a program of continuing professional development of TTC lecturers.
10. Teaching materials and equipment will be available to support both TTC-residential and field activities.
11. The School Support System will be further developed and enhanced.
12. PEAs and senior school staff (SSS) will be trained within a fully integrated teacher development program (TDP).
13. School staff will receive at least three days of INSET per year. INSET activities will be developed at the zonal level.
14. The training of PEAs will include the development of supervisory and inspection skills and techniques.
15. National coverage of 315 TDCs to be achieved. Each TDC to be staffed and adequately resourced.

4.2.5 Relevance

(a) Policies

1. The MoES&C shall ensure that current and emerging teacher development programs are relevant to the actual teaching situation in which teachers will find themselves.
2. Innovation, imaginative approaches and the utilization of locally available resources shall be key elements of future teacher training programs.
3. The curriculum of the teacher-training program shall be revised to meet the needs of trainees, and which shall be relevant to the situation in which trainees will be teaching.
4. The curriculum and syllabuses meant for primary teacher trainees shall be revised to reinforce the messages related to the social impact and coping strategies of the HIV/AIDS pandemic.

(b) Strategies

1. The mode of monitoring teaching practice will be revised so that it becomes more effective, both from cost and training perspectives.
2. The MoES&C will actively encourage the promotion of teacher training institutions as HIV/AIDS- aware environments.

4.2.6 Management

(a) Policies

1. The MoES&C shall decentralize the administrative services related to teacher development program by 2002.
2. The MoES&C shall put in place, by 2002, appropriate mechanisms to ensure that all TTCs are managed efficiently and cost-effectively.

(b) Strategies

1. The MoES&C will, in the year 2000, revive the Teacher Education and Development section (TED), to be headed by a Director.
2. The MoES&C will mount a program for the orientation and training of divisional and district personnel in their respective roles in the management and support of an INSET programme.
3. From 2000, 30 days of initial training to be provided together with support in establishing INSET-monitoring mechanisms. From 2002 onwards, support to be given to maintaining the monitoring system.
4. Appropriate support will be given to Primary Education Advisers (PEAs) and Senior School Staff (SSS) to enable them to administer the field support component of Teacher Education and Development Programmes.
5. The MoES&C will continuously strengthen Inspection, Supervision, INSET and Advisory Services.

4.2.7 Planning

(a) Policy

1. The MoES&C will strengthen the planning capacity of the Teacher Education and Development Section.

(b) Strategies

1. A national strategic plan for teacher education and development will be developed in 2000.
2. The teacher training institutions will develop strategic plans for development, which will investigate strategies designed to increase the efficiency of the delivery of the teacher development program and increase the training output. These plans should be in place by 2001.

4.2.8 Finance

(a) Policies

1. The MoES&C shall make Teacher Education and Development a priority area of investment. The share of primary teacher education shall increase from 3% in 1997 to 4% in 2002.
2. The MoES&C shall in partnership with other teacher education stakeholder groups, ensure that teacher development programs are adequately financed.
3. The MoES&C shall put in place appropriate measures to promote efficiency gains within the teacher education and development system by 2001.
4. The MoES&C shall introduce cost-sharing measures in teacher education and development programmes 2002.
5. The MoES&C shall seek to make all primary teacher-training institutions cost-centres and will require them to publish their annual accounts.

(b) Strategies

1. Primary teacher trainees will be required to contribute 20% of the total boarding costs by 2002. Thereafter, this contribution will be progressively increased.
2. By 2001, trainees will be required to cover the full cost of transportation to, and from, the TTC.
 2. The MoES&C will improve trainee: per class ratio at TTCs to 35:1 by 2002.

4.3 Secondary Education**4.3.1 Mission Statement**

The government is committed to expanding secondary school opportunity to accommodate the

increasing numbers of primary school graduates following the implementation of the free primary education policy. In this connection, the necessary policy environment will be provided to

encourage participation of non-state actors in the provision of secondary education. The purpose of secondary education is to provide the academic basis for gainful employment in the informal, private and public sectors. Secondary education will also prepare students for further education in keeping with their abilities and aptitudes.

4.3.2 Access

(a) Policies

1. The Government shall aim at increasing the percentage of primary school graduates who have access to secondary level education from the current 18% (approximately 200,00) in 1998 to 30% (400,00) by 2012.
2. The MoES&C shall promote a double shift system for those secondary schools that are adequately equipped for such an innovation as a way of expanding access.
3. Secondary schools will be encouraged to run Night Schools where feasible, under clear guidance from MoES&C.
4. The Government shall promote the expansion of the private secondary school sector. The aim is to increase the percentage of private secondary school students from the current 15% to 25% by 2012.
5. The government shall move towards an equitable funding of all secondary education providers in its effort to increase access to secondary education.

(b) Strategies

1. Government, as a priority, will aim at establishing at least one secondary school in every one of the 315 education zones in the country by the end of 2002.
2. The government will enact appropriate legislation and ensure the necessary enabling environment to encourage the provision of quality private secondary education in order to increase the number of students in private secondary schools from approximately 15% in 1998 to 25% by 2012.

3. A comprehensive School Mapping/EMIS exercise will be carried out to determine optimum and equitable placement of secondary education facilities. This exercise will commence in 2000.
4. Access to government secondary schools will be based on the principle of local catchment area recruitment to be implemented for Form I students from 2000.
5. New day secondary schools and classrooms will be constructed on the basis of the school mapping exercise. Specific targets to be budgeted for each year for the period 2001 to 2012.
6. The double-shift system will be expanded to cover 15% of all urban schools; the process to start from 2001.
7. Policy dialogue and collaboration between the MoES&C and the private sector will be strengthened through support to PRISAM.
8. CSSs and CDSSs will be fused into Government Day Schools where possible. Divisional Offices will be expected to produce a plan by 2002.
9. The Government will make adequate provision for mildly disabled students within the regular school system in order to increase their intake from the current number of 1,000 to 2,000 by the end of 2012.
10. The MoES&C will devise a mechanism for guiding the determination of secondary schools, which may have the potential to implement double shifting by the end of 2000.

4.3.3 Equity

(a) Policies

1. Appropriate affirmative action measures shall be taken to increase the number of girls gaining access to and completing secondary education from 39% in 1998 to 50 % by 2012.
2. The MoES&C shall put in place appropriate financially related measures aimed at assisting students from low socio - economic groups to gain access to and complete secondary studies by 2012.
3. The needs of seriously disabled students shall be addressed through setting up a collaboration framework with other Ministries (e.g. Health, Gender Youth & Community Services and Ministry of Persons with Disabilities) and with civic societies such as MACOHA by 2000.

(b) Strategies

1. A bursary system targeting needy students will be put in place by 2001.
2. The current bursary system will be expanded to include all students from low socio-economic groups, with particular emphasis on students with special education needs by 2002.
3. Designs of secondary school infrastructure will be revised with the aim of making them usable by students with special education needs, by the end 2000.
4. All teacher trainees will receive a minimum of one module on the teaching of students with special education needs by 2002.

4.3.4 Quality

(a) Policies

1. All secondary school institutions shall be upgraded to minimum operational /physical standards at the rate of 20% per annum beginning 2000.
2. EMAS shall set up a mechanism for monitoring quality assurance in all private secondary institutions by 2002.

(b) Strategies

1. The MoES&C will put in place a comprehensive legal framework to ensure adherence to minimum standards affecting all areas of public and private secondary education by end 2000.
2. The secondary school cluster system (schools which are geographically grouped) will be institutionalized as a mechanism of maximizing resources available in secondary schools.

3. A determination of Secondary School Minimum Standards and the establishment of relevant mechanisms for ensuring compliance will be in place by 2002. Minimum education and physical standards for secondary schools to be determined by the end 2000.
4. The MoES&C will initiate and introduce into classroom practice innovative concepts such as Resource Based Learning (Open Learning) and Study Circle Learning beginning 2002.
5. The MoES&C will put in place appropriate measures to promote an effective, demand-driven quality assurance system for all secondary schools by 2002.
6. The Methods Advisory Services will beginning in 2002 focus on school-based supervision to ensure that secondary schools get the most assistance from EMAS and with the aim of utilizing existing strengths within the system.
7. The MoES&C will ensure that every division has a minimum number of SEAS, with the medium term goal of having district-based supervision by 2010.
8. Schools will make financial provision for school inspection and evaluation when a new secondary financing system comes into operation by 2012.
9. The MoES&C will continue to take appropriate measures aimed at strengthening the professional competence of Secondary Head teachers and Heads of Departments to carry out methods and advisory services within schools.
10. The necessary statutory and regulatory system to ensure that all private secondary schools are monitored for quality assurance will be put in place by the end 2002.

4.3.5 Relevance

(a) Policies

1. Secondary school curriculum shall be revised in line with the social, economic and developmental needs of Malawi. A reformed curriculum to be in place by 2002.
2. The Government will ensure that all public secondary schools have adequate supply of relevant instructional materials based on school choice and school-based purchase from the MoES&C list of approved textbooks by the start of the 2002 academic year.
3. The MoES&C shall require all secondary schools to strengthen their internal student assessment systems and to issue certificates of attendance to those students who do not complete four years of secondary education.
4. The MoES&C shall reduce the number of examinable MSCE subjects to no more than 9 by 2003.
5. The MoES&C shall actively encourage the promotion of secondary schools as disease free and HIV/AIDS - aware environments.

b. Strategies

1. Consultations with a wide range of stakeholders will be held starting in 2000 to help in determining the structure and content of the secondary school curriculum. A curriculum review and reform cycle to be established.
2. The number of examinable subjects at MSCE will be reduced to no more than 9 by 2003. Also to be reduced are the number of papers sat for each examination subject.
3. The curriculum and syllabuses of secondary schools shall be revised to reinforce the messages related to the social impact and coping strategies of the HIV/Aids pandemic.

4.3.6 Management

(a) Policies

1. The MoES&C shall establish a clear and effective management structure based on increased autonomy for secondary school heads and management committees by 2000.
2. The MoES&C shall promote the decentralization of secondary school management by devolving substantial management functions to individual schools by 2002.

3. The MoES&C shall establish and introduce standard basic school management systems and minimum school management requirements in all secondary schools by 2002.

(b) Strategies

1. The MoES&C will revisit the role and functions of the Directorate of Secondary Education with a view to strengthening its capacity to direct the management of secondary education by the end of 2001.
2. The MoES&C will determine the degree of autonomy for secondary school head teachers and provide necessary statutory provisions by the end of 2000.
3. The MoES&C will adopt a secondary school cluster system from 2000 as a means of facilitating more effective management and communication.
4. Night Schools shall be regulated by the MoES&C through the MCDE and shall managed by secondary schools through a separate management team. This policy to be implemented by the end of 2000.
5. The MoES&C shall lay out relevant guidelines on the role, capacity and feasibility of the MCDE to cater for home study students by the end of 2000.
6. The MOES&C will develop and widely disseminate rules and regulations relating to school discipline by the end of 2001.
7. The MoES&C will determine and widely disseminate information on all forms of sexual harassment in secondary schools by 2001.
8. Relevant stakeholder groups (parents, students, communities, NGOs, etc) will be involved in the management of all secondary schools in order to make secondary schools accountable to the communities they serve, the educational district and division offices. The MoES&C to determine a clear and transparent mandate for Secondary School Management Committees by the end 2000.
9. By the end of 2000, the MoES&C will have put in place appropriate mechanisms for promoting effective schools' management, including effective use of teaching/teaming time. In keeping with the goal of decentralization, all matters related to policy shall be left to the MoES&C headquarters while the implementation of policy shall be left to the schools with support from the Divisional and District Education Offices.
10. The MoES&C will take appropriate measures to strengthen guidance and counselling services in secondary schools (including counselling on HIV/AIDS and other communicable diseases), starting in the year 2000.

4.3.7 Planning

(a) Policies

1. The MoES&C shall promote a unified structure for government secondary education based on the concept of Community Day Schools from 2001,
2. The MoES&C shall promote a policy of having at least one secondary school whose catchment area is the education division as a regional centre of excellence.
3. The MoES&C shall select students for secondary places on the basis of the local catchment area.

(b) Strategies

1. A school mapping exercise to strengthen MoES&C EMIS will be carried out from 2000.
2. The MoES&C will develop model school development plans and will train head teachers on how to develop individual school plans from 2000.
3. Selection of secondary students will be decentralized to the school level (based on local catchment) with technical and professional support from the Divisional & District educational planners by the end of 2012. Local selection committees to be instituted within the catchment areas by 2012.

4.3.8 Finance

(a) Policies

1. The Government shall put in place the legal mechanism for redefining and clarifying MoES&C's role as both a provider and enabler of secondary education by 2002.
2. The Government shall put in place an appropriate incentive system to encourage private investment in secondary education by 2002.
3. The MoES&C shall introduce an equitable and fair fee paying system based on a realistic and efficient costing of secondary education by 2000.
4. Schools will be required to invest at least 0.5% of the value of their school buildings on maintenance starting 2001.
5. The government will develop and refine system of per capita financing of all secondary institutions.
6. Beginning 2002, students will not be allowed to repeat any class year as a full-time student. The aim is to make secondary school provision more cost-efficient.
7. The government will systematically reduce funding of boarding facilities.

(b) Strategies

1. The need for boarding will be considerably reduced by the policy of local catchment area selection.
2. The siting of new secondary schools based on the primary school 'feeder' system, will also reduce the need for boarding.
3. Beginning in 2002 parents who wish to board their children will bear the full costs of boarding.
4. Schools being established from 2000 shall not provide boarding facilities. Clear guidelines on the management of boarding facilities to be put in place in 2000.
5. Beginning 2001, the MoES&C will develop budgets that reflect priority needs of the sub-sector and which empower divisions and schools to operate secondary institutions effectively and efficiently.
6. The MoES&C will create an equitable financing system for secondary institutions based on a system of per capita grants from 2002.
7. The MoES&C will implement in 2000 a realistic and equitable cost sharing policy at the secondary level.
8. Secondary school pupils should be encouraged to invest in their education to approximately 50% of the cost of secondary education.

Government should progressively give schools greater autonomy and accountability in the utilization of school finances as a way of increasing school effectiveness and higher academic achievement.

10. The MoES&C will introduce a full cost-recovery system and realistic fee for secondary textbooks and instructional material starting in the year 2002.
11. Secondary school students will be responsible for the purchase of exercise books, pens and pencils beginning 2001.
12. A non-refundable annual Textbook Fee will be levied on each secondary student from 2000. The MoES&C will provide matching funds for a period of not less than four years to ensure a long-term sustainable textbook situation in schools.
13. The JCE examination will be abolished as a cost-saving measure by the end of 2001.
14. By 2002, the MoES&C will put in place measures aimed at promoting efficiency gains within the system. A target of 50:1 student: class ratio will be set for all secondary institutions. Individual schools will have greater financial authority, under clear ministerial guidelines.
15. The MoES&C will spell out clear guidelines on the financial management of secondary schools when the new fee system is in place by 2002.
16. The MoES&C will require all secondary schools to submit their annual audited accounts to the School Committees and to their respective divisional offices beginning 2005.

17. The MoES&C will require those secondary schools, which have no bursar to employ one by 2002.

4.4 Secondary Teacher Education and Development

4.4.1 Mission Statement

Secondary teachers play a critical role in the development of Malawi's youth as well and in the development of the country in general. The government will partner with other education providers to ensure an adequate supply of an academically and professionally qualified secondary school teaching force. Secondary school teachers should be able to provide quality and relevant education in response to the demands of a flexible secondary school curriculum.

4.4.2 Access

(a) Policies

1. The MoES&C shall promote diversified approaches on the training of secondary school teachers in order to increase the number of teachers from the current stock of 2,500 to at least 10,000 by 2012.
2. The Government shall encourage the participation of the private sector in the training of secondary school teachers.

(b) Strategies

1. The MoES&C will develop a comprehensive secondary teacher education and development plan by the end 2001. In this connection, The MoES&C will institute a Teacher Training Program giving priority to increasing teacher output to alleviate the shortage resulting from the current estimated attrition rate of 10% per annum.
2. By the end of 2000, the MoES&C will have developed a comprehensive strategy for recruiting trainees for secondary teacher training colleges. The policy shall be to recruit secondary teacher trainees from among secondary school graduates.
3. The MoES&C will progressively increase the capacity of Secondary Teacher Education Colleges and Faculties of Education at Chancellor College and Mzuzu University to produce secondary teachers to have an accumulated output of 1,000 graduates per annum for the next 12 years,
4. The MoES&C will aim at increasing access to teacher training opportunity through the use of multiple training strategies including pre-service and in-service training, sandwich courses and distance learning.
5. Among other strategies, The MoES&C will address the problem of secondary school teacher shortage by encouraging the recruitment of general degree holders to the teaching profession. An in-service training program for these recruits will be put in place by mid 2000.
6. The MoES&C will intensify the recruitment and strategically place foreign volunteer teachers.
7. The MoES&C will restructure the courses at the secondary teacher colleges along a modular system, with a number of modules to be carried out through distance education, open-learning and/or resource-based learning strategies.

4.4.3 Equity

(a) Policies

1. The MoES&C shall ensure that there is gender parity in the recruitment of trainees and in the appointment of positions at training institutions.
2. The MoES&C shall make appropriate provision for the training of Special Needs teachers and teacher trainers.

(b) Strategies

1. The MoES&C will introduce the bursary system to target needy students with special emphasis on females and students with disabilities beginning 2000.
2. The MoES&C will increase the bed space in TTCs with the aim of enhancing the enrollment of female teacher trainees. By 2002, female trainees will comprise 50% of the total TTC enrollments.

4.4.4 Quality

(a) Policies

1. The MoES&C shall establish a national agency whose main functions shall include the certification of secondary school teachers and the establishment of national standards for teacher knowledge, skills and attitudes.
2. The MoES&C shall put in place relevant mechanisms for ensuring that all secondary teacher trainees are sufficiently grounded in the area of pedagogics, with a particular focus on improving the quality of teaching and learning in classrooms and that they possess relevant teaching experience.

(b) Strategies

1. The MoES&C will mount a training programme for CDSS teachers to upgrade them to at least diploma level so that all teachers in the secondary sub-sector have the minimum professional qualifications by 2007.
2. Secondary teacher training programmes for secondary school head teachers will emphasize the imparting of appropriate management and advisory skills.
3. Secondary teacher training programmes will aim at assisting teachers to cope with the demands of revised and/or reformed secondary school curricula.
4. The MOES&C will develop a taxonomy of Secondary Teacher Knowledge, Skills and Attitudes as the basis for setting standards for the award of the Diploma and other secondary teacher certificates by the end of 2001.
5. A Masters Degree in a relevant field will be the minimum professional requirement for all aspiring lecturers of secondary teacher training institutions by 2006.
6. The MoES&C will mount an in-service course for those secondary school teachers interested in becoming heads of schools by 2002. Such a course will focus on the imparting of management and other administrative skills. The course will be run on annual basis.

4.4.5 Relevance

(a) Policies

1. Beginning 2002, The MoES&C shall initiate reforms of secondary teacher education curricula to ensure they are more responsive to the needs and realities of the secondary school sector.
2. The structure of the secondary teacher training curricula shall be changed so that graduates can teach a greater range of subjects and thus increase the utility of teachers at school level. By 2003, graduates of secondary teacher training colleges should be able to teach at least 2 major subjects.
3. Future teacher training and development programmes shall take into account the HIV/Aids pandemic both in relation to planning and curricula.
4. The curriculum and syllabuses meant for secondary teacher trainees shall be revised to reinforce the messages related to the social impact and coping strategies with regard to all communicable diseases and especially HIV/AIDS.

(b) Strategies

1. The MoES&C will ensure that the structure of the secondary teacher-training curriculum is revised to enable trained teachers to teach at least 2 major subjects and a minor by 2003.
2. The MoES&C will promote the revision of the curriculum of secondary teacher training institutions from 2000 with the aim of strengthening pedagogics and to reflect the realities of the secondary classroom in Malawi.
3. By the end of 2000, the MoES&C will review the capacity of College of Education staff with a view to enhancing their capacity to strengthen pedagogics.
4. The MOES&C will implement refresher courses for College lecturers to improve their knowledge and skills of modern pedagogics from 2000.
5. The MoES&C will revise the structure of the courses offered in secondary teacher training colleges along a modular system with a number of modules to be carried out through distance education, open learning and/or resource based learning strategies.

6. The MoES&C will actively encourage the promotion of secondary teacher training institutions as environments where trainees are made aware of the prevalence and dangers associated with all communicable diseases including HIV/AIDS.

4.4.6 Management

(a) Policies

1. The MoES&C shall put in place appropriate mechanisms to ensure that colleges of education are managed efficiently, effectively and transparently by 2001.

2. The MoES&C shall promote Domasi College of Education as an academic institution, which will be governed in accordance with the regulations, which apply to other public tertiary education institutions.

(b) Strategies

1. A steering committee on secondary teacher education to function under the Teacher Education Department will be set up by the end of 2000. This Committee will co-ordinate policy, planning and programming at the various Colleges of Education and shall meet at least three times per year.

2. The MoES&C will enact relevant legislation aimed at placing the management of Domasi College of Education in line with that of other tertiary institutions.

3. Colleges of Education will be managed according to clearly articulated and transparent criteria. Beginning 2000, secondary teacher training colleges will be expected to mount/strengthen the representation of students in college management boards/committees.

4.4.7 Planning

(a) Policies

1. The planning capacity of the MoES&C shall be strengthened to enable it develop the policies, strategies and programmes required to meet the needs of the secondary teacher education sub-sector.

(b) Strategies

2. A teacher education department, which will coordinate all matters, related to secondary and primary teacher education will be established by 2000.

3. The MoES&C will put in place appropriate measures to ensure that colleges of education are staffed professionally and efficiently by the end of 2000. The main focus will be on strengthening the pedagogical departments of the colleges.

4. By 2002, the average student/lecturer ratio of 25:1 will have been fully implemented by the MoES&C through the payroll system.

5. Beginning 2000, available college positions will be filled by public advertisement subject to ministerial norms and regulations.

6. Beginning 2000, college management will recruit lecturers subject to the rules and regulations set by the TSC.

4.4.8 Finance

(a) Policies

1. The MoES&C shall ensure the necessary budgetary provision for in-service and other required training of secondary teachers is in place by 2001.

2. Trainees of Teacher training colleges shall be required to contribute in a realistic manner to the cost of their training beginning 2001. Appropriate levels of cost-sharing to be clearly articulated by the end of 2000.

3. A student loan system shall be introduced to assist students pay the college fees by 2001.

This fee will not be repayable if the graduate teaches in a government school. The amount owed shall be fully waived after 5 years of service.

(b) Strategies

1. A voucher system will be introduced for textbooks and instructional materials from 2000.

2. Colleges of Education will be funded on a per capita system, based on negotiations between the Colleges, MoES&C and MoF.

4.5 Tertiary Education**4.5.1 Mission Statement**

The Government acknowledges the significance of a solid higher education system in enhancing the development of Malawi by preparing individual Malawians for positions of responsibility in business, the professions and in Government. National higher education institutions will continue to play a key role in the production of new scientific and technical knowledge and through their research and teaching programmes and in promoting the transfer, adaptation and dissemination of knowledge, which has been generated in different parts of the World. Future provision and expansion of tertiary education will rely on both government and non-state initiatives.

4.5.2 Access

(a) Policy

1. The Government shall aim at increasing the participation of Malawians in tertiary education from 3,300 in 1997 to 12,000 by 2012. The main target group shall be youth aged between 18 and 23.

(b) Strategies

1. . Tertiary institutions will increase their intake of full time students by optimising use of the available physical and human resources. This will call for intensified use of facilities during nights, weekends and holidays as well as joint time tabling across faculties.

2. Mzuzu University and the University of Malawi colleges will be encouraged to mount distance education programmes such that by 2012 distance education should cater for at least 15% of the total tertiary student's population.

3. The Government will encourage private initiatives in tertiary education provision. The intention is to have private tertiary students comprise 15% of total enrolment by 2012. In this connection relevant legislation to regulate non-state initiatives will be enacted by 2002.

4.5.3 Equity

(a) Policies

1. Tertiary institutions shall take appropriate action aimed at increasing the proportion of female students in tertiary institutions from the current 28% of total enrolment to 50% by 2012.

2. Tertiary institutions shall take appropriate measures with the aim of increasing the proportion of female students in non-traditional areas from 28% to 40% of female enrolment by 2012.

3. Tertiary institutions shall aim at increasing the participation of students from disadvantaged groups (geographical, physical disabilities and socioeconomic groups) to at least 15 % of the total enrolment by 2012.

(b) Strategies

1. Tertiary institutions will introduce scholarship awards for needy female students in non-traditional disciplines such that by 2012 females benefiting from the scholarships represent 10% of the full time students.

2. The gender and outreach unit at Chancellor College will commence the production and distribution of materials and organization of public lectures on gender issues for all tertiary institutions by 2002.

3. Tertiary education institutions will be required to introduce gender sensitization programmes for teaching and research staff, administrators and students by 2002.

4. Tertiary institutions will be required to introduce scholarship awards for needy students such that by 2012 this category of students will represent 5 % of full time enrolment.

5. By 2002, tertiary education institutions will have put in place a quota system on the admission of students from educationally disadvantaged regions.
6. Selected tertiary institutions will be required to mount accreditation programmes with qualified diploma level institutions as a way of expanding access in areas outside of the major urban centres. Such accreditation programmes to be in place by 2005.
7. Tertiary education institutions will aim at getting most of their physical facilities to be accessible to students with special education needs by 2007.

4.5.4 Quality

(a) Policies

1. Tertiary institutions shall in collaboration with the Government take appropriate measures to improve the motivation of teaching and research staff.
2. Tertiary institutions shall implement reforms aimed at improving the quality of teaching and learning.
3. Tertiary institutions shall take appropriate measures aimed at strengthening their research and graduate programmes.

(b) Strategies

1. Real wages of teaching and research staff of tertiary institutions will be increased by 70 % of the 1997 value by 2002 and thereafter by 50% in real terms by over the next two 5 year periods. Outstanding lecturers and researchers will benefit from institutional income-generating projects in which they have participated.
2. Welfare and professional benefits of tertiary education teaching and research staff (medical care, etc.) will be raised in line with enrolment expansion.
3. Tertiary education institutions will put in place appropriate measures for strengthening their staff development programmes by 2002.
4. Tertiary education institutions will be required to raise their annual budgetary allocation for maintenance by 2002 to at least 0.5% of the value of their buildings.
5. The government will take appropriate measures to ensure that all tertiary institutional physical facilities are rehabilitated by 2002.
6. Tertiary institutions will be required to increase their financial allocation for buying teaching and learning materials. By 2002 expenditure on instructional materials and equipment is increased to at least 30% of institutional recurrent expenditures.
7. Tertiary education institutions will encourage the private sector to establish institutional bookshops and will institute a voucher system for the purchase of instructional materials by 2002.
8. Tertiary institutions will strengthen student and staff assessment programmes through staff training, enhancement of continuous assessment programmes and through the involvement of student in staff evaluations. Appropriate assessment improvement measures will be put in place by 2002.
9. Tertiary institutions will take appropriate measures to ensure that they have in place relevant mechanisms for monitoring the time teaching staff spend on teaching, research and other activities by 2002.
10. Tertiary institutions will increase the number of graduate programmes such that by 2002 10% of full time students will be postgraduate. 50 % of the postgraduate students will receive a full scholarship covering tuition, lodging and personal expenses.
11. Tertiary institutions will increase their allocation to research and publications from 2% in 1997 to 10% by 2012. This allocation will be based on total revenue earned by the respective institutions.

4.5.5 Relevance

(a) Policies

1. Tertiary institutions shall review their teaching and research programs to promote institutional responsiveness to the needs of Malawian society.
2. In reviewing their teaching and research programs, tertiary education institutions shall target the strengthening of their

science and technology programmes. Tertiary institutions shall be required to start/strengthen HIV/Aids awareness programs.

(b) Strategies

1. Tertiary institutions will take relevant measures aimed at strengthening their capacity to design relevant programs. Appropriate mechanisms will have been put in place by 2002.
2. All tertiary institutions will be required to introduce programmes focusing on general education skills by 2002.
3. Tertiary institutions will mount regular reviews of teaching and research programs in close collaboration with the civil society, the private sector and government. Appropriate mechanisms will be put in place by 2002.
4. Tertiary institutions will put in place appropriate mechanisms for strengthening partnerships with the private sector/alumni/civil society by 2002. The responsibilities of matters related to alumni affairs and public relations to be handled by the Registrar's departments. Among other things, this office will co-ordinate appropriate internships and attachments with the private sector, civil society and government.
5. Tertiary institutions will ensure that at least 50 % of their full time postgraduate scholarships are targeted to areas of study for which there is a demand by the labour market by 2005.
6. Tertiary institutions will be required to increase the percentage of students enrolled in the natural sciences and technology fields from 25% to 60 % of the total full time student enrolment by 2012.
7. Tertiary institutions will be required to provide scholarships for 10 % of full time students who are talented in scientific fields in demand by the job market. Appropriate mechanisms for evaluating this demand will have been put in place by 2002.
8. Tertiary institutions will be required to introduce/strengthen the teaching of Information Technology (IT). Computer literacy will be a compulsory course for all students by 2002. By 2002 all institutions will be required to have a suitable IT centre from which to run training programmes and utilise the opportunities provided by the Internet.
9. Tertiary institutions will introduce/strengthen programmes for sensitising students on the on HIV/Aids pandemic

4.5.6 Management

(a) Policies

1. The Government shall initiate appropriate legislation to promote the decentralization of public university administration.
2. Appropriate measures shall be taken with the aim of strengthening institutional governance.

(b) Strategies

1. The Government will amend the University of Malawi Act to allow University of Malawi colleges independent status by 2001.
2. The Government will establish a National Commission for Higher Education by 2002 to co-ordinate and regulate tertiary education development.
3. Tertiary institutions will be required to revive student-counseling services by 2002. The Office of Dean of Students to be revitalized.
4. All tertiary institutions will be required to strengthen the participation of students and staff in institutional governance. Appropriate measures aimed at strengthening this participation will be put in place by 2002.
5. The Government will in collaboration with tertiary institutions work out a mechanism for strengthening the involvement of other stakeholders in institutional governance. Relevant sections of the University of Malawi Act will be amended by 2002.

4.5.7 Planning

(a) Policies

1. Tertiary education institutions shall be required to take appropriate measures to strengthen their institutional planning capacities.
2. The Government shall put in place appropriate structures for promoting joint collaboration between universities and the MoES&C with regard to higher education development.

(b) Strategies

1. Tertiary institutions will need to have strategic plans and strategic planning offices in place by 2002.
2. Tertiary institutions will be required to have EMIS in place by 2002.
3. Relevant legislation will be enacted to guide co-ordination of MOES&C/tertiary institutions collaboration.

4.5.8 Finance**(a) Policies**

1. Tertiary institutions shall be required to take appropriate action to promote the cost-effective use of available resources.
2. Tertiary institutions shall be required to devise strategies to enhance their capacity to diversify their revenue sources.
3. Tertiary institutions shall be required to introduce appropriate cost sharing measures as away of reducing the Government's subvention for higher education.

(b) Strategies

1. Tertiary institutions will increase their student: lecturer ratio from 10:1 in 1997 to 25:1 by 2012.
2. Tertiary institutions will increase their student: support staff ratio from 4:1 in 1997 to 15:1 by 2012.
3. Tertiary institutions will increase their student: administrator ratio from 6:1 in 1997 to 20:1 by 2012.
4. By 2002 all university institutions will have set specific targets for the desirable student/staff ratios for all departments as well as allocation of time between teaching, research and other activities.
5. Tertiary institutions will put in place appropriate efficiency measures such that the unit college administration costs fall substantially.
6. Tertiary education institutions will be required to submit their annual audited accounts to the MoES&C.
7. Tertiary institutions will be required to privatize welfare services. By 2002 students to cover the full costs of boarding expenses.
8. Through energy saving measures, tertiary institutions will endeavor to maintain their utilities' costs, in real terms. Maintenance of the physical plant to be privatized by 2002.
9. All tertiary institutions will have to start appropriate income generating projects (facilities' rental, commercial enterprises, consultancy units, etc.). Institutional income-generation offices to be set up by 2002.
10. Tertiary institutions will work out a mechanism for getting staff that carries out consultancies on institutional time to remit a percentage of their earnings to their respective institutions.
11. Tertiary institutions will solicit donations from alumni, civil society, the private sector, NGOs, donors, etc.
12. Tertiary institutions will be required to enroll fee-paying students who meet minimum University entrance qualifications. By 2002, 20 percent of the full time students will pay full economic fees and an additional 50 % of the full time students pay 50 % of the economic cost (the rest - 30% will be on full scholarships).
13. Tertiary institutions will be required to sell or rent staff housing and other property by 2002. Staff houses within institutional premises will be converted into teaching facilities or staff offices.
14. The Government shall introduce a housing scheme for university academics that have no houses of their own.
15. The Government will set up a nationally coordinated student loan scheme by 2002.

| **Top Of Page** |**5 Institutional Strengthening**

5.1 The Malawi National Examination Board (MANEB)

5.1.1 Mission Statement

An effective national academic assessment system provides the appropriate mechanism for evaluating the extent to which the national education system is advancing the goals set out in the PIF. In this connection, the broad mission of MANEB is to conduct valid and reliable national examinations for certification, selection and placement purposes and to provide professional advice when required in all matters related to assessment and examinations.

(a) Policies

1. MANEB shall implement relevant measures with the aim of eradicating examination mal-practices by the end of 2000.
2. MANEB shall share responsibility for monitoring educational standards
3. MANEB programmes to be decentralised with the aim of making the board more efficient
4. MANEB shall explore innovative and cost efficient ways of administering exams
5. MANEB shall be encouraged to broaden its financial base
6. MANEB shall increase cost-sharing for MSCE and Craft exam students

(b) Strategies

- 1.. The MOES&C will support MANEB to enable it to produce quality, reliable, valid and relevant examinations.
2. MANEB will review the MSCE examination with a view to reducing the number and papers examined.
3. MANEB will not offer the JCE examination after 2001.
4. MANEB will identify examination centres at the zonal level to facilitate delivery/collection of examination papers by 2000.
5. MANEB will provide leadership in establishing an accreditation and certification council by 2002.
6. MANEB will establish a National qualifications framework by 2002.
7. By 2002, appropriate structures will be identified in the 6 educational regions to be used as regional MANEB offices for moderation, INSET and marking exercises
8. MANEB will no longer provide catering services for national examination markers.
9. MANEB will participate in a review of the PSLCE exam in the light of local catchment area recruitment in secondary and the large cost implications of continuing to administer the present examinations.
10. MANEB staff salaries will be increased to enable staff to meet the costs of their own housing by 2002.
11. MANEB will sell or rent out staff housing by 2002.
12. MSCE and Craft fees will be gradually increased, such that by 2012 the full direct economic cost is charged

5.2 Malawi Institute of Education (MIE)

5.2.1 Mission Statement

To ensure that the education provided by Malawi's education institutions continues to respond to the needs of Malawian society, it is important that there is an institution mandated with the task of designing and monitoring the national education curriculum. Thus the MIE shall coordinate curriculum development and professional development activities for basic, secondary and teacher education.

(a) Policies

- 1 . MIE shall work together with EMAS on developing appropriate curriculum for basic, secondary and primary teacher education

2. The Curriculum Development (CDU) shall co-ordinate the evaluation of curriculum instructional materials produced by the private sector to ensure that such materials meet the minimum standards set by the MoES&C.
3. MIE shall mount programmes for the continuing professional development of teachers and other educational personnel
4. The Research, Evaluation and Professional Support (REPS) department shall support the CDU and Department of School and Teacher Development (DSTD) to ensure that quality services are being provided by conducting and disseminating relevant research
5. MIE shall reform its administrative and financial system with the aim of making it more cost-efficient.
6. MIE shall take appropriate measures to ensure the quality and cost effectiveness of all its service departments.

(b) Strategies

1. MIE will develop a clear curriculum revision cycle, with each of the 3 curricula (pre-school, primary, junior and senior secondary and primary teacher education) being reviewed every 10 years and relevant syllabuses produced
2. The curricula developed by the MIE will incorporate important issues: HIV/AIDS awareness, Population, Gender and Civics
3. CDU will conduct a textbook approval process as part of each curriculum revision starting with the secondary teacher education colleges.
4. DSTD will collaborate with EMAS on orientating teachers and other educational personnel on new curricula. This process to commence by 2002.
5. DSTD will upgrade the supervisory and inspection skills of all PEAs (315) and senior school staff (12000) by 2002 through both residential courses and field based support
6. DSTD to develop and put into place a school based mode of INSET for all primary school teachers involving PEAs, SSS and TTC tutors by 2002
7. DSTD will mount relevant professional support courses for primary TTC tutors by 2002.
8. REPS studies with focus on curriculum implementation and effectiveness of INSET programmes
9. A revised MIE administrative structure and financial system will be in place by the end of 2000.
10. MIE will aim at having an adequately stocked Library and Resource centre by 2002.
11. MIE will aim at privatizing catering and hostel services by 2002.
12. While the professional services rendered by the MIE to the private sector should be charged at the full economic cost, those rendered to Government institutions should be profit free.

5.3 National Library Service (MNLS)

5.3.1 Mission Statement

One of the goals of education is the promotion of a national reading culture outside of the formal school system. The Malawi National Library Service (MNLS) shall promote the generation of appropriate reading materials required for individual Malawians' professional development, the maintenance of literacy, recreation, and general enlightenment and for the strengthening of a national democratic culture.

(a) Policies

1. MNLS shall expand and establish libraries and study centres at the district and local levels.
2. MNLS shall establish a training programme for Teacher-Librarians and Library Assistants in elementary librarianship.
3. MNLS shall orient the public on the value of libraries and shall strive to provide appropriate user education to make libraries user-friendlier.
4. MNLS shall promote local authorship and the development of the publishing industry in Malawi.

5. NINLS shall draw up a policy on public and educational libraries backed by relevant legislation.

(b) Strategies

1. NINLS will endeavor to distribute reading materials to District branch libraries and where feasible to adult literacy centres and rural community information centres.

2. MNLS will mount national and regional reading campaigns.

3. MNLS will produce appropriate reading materials to fill existing gaps in the area of locally published materials and to cater to the reading needs of disadvantaged categories of readers.

4. MNLS will encourage the involvement of the private sector in book distribution and library development.

5. MNLS will promote the enforcement of the law on printed publications and of copyright laws in liaison with the Copyright Society of Malawi.

5.4 Malawi National Commission for UNESCO (MNCU)

5.4.1 Mission Statement

The constitution of UNESCO to which the Malawi Government is a signatory provides that each member state of UNESCO establish a body (National Commission) for the purpose of associating its principle bodies interested in educational science and cultural matters. The Malawi National Commission for UNESCO (N4NCU) will maintain and establish contacts between UNESCO and Government authorities as well as national professional organizations, university institutions and non-governmental organizations working in the fields of education, science, culture and communication.

(a) Policies

1. The administrative and professional staff of NINCU shall be placed in a closer association with the professional support services section and the educational administrative and management section of the Ministry of Education, Sports and Culture.

2. The mandate, identity and integrity of MNCU shall be protected and preserved.

3. Whilst preserving the UNESCO book and audio -visual collection as a separate library section, the present UNESCO Library shall be integrated with the new Ministry of Education, Sports and Culture library into a Resource Centre and will share common staff.

(a) Strategies

1. MNCU will partner with the MoES&C in training education personnel in various fields of educational management.

2. MNCU will solicit funding and will involve the MoES&C in UNESCO programs, which have a bearing on the development of education in Malawi.

3. NINCU will involve the MoES&C in those pilot educational projects emanating from UNESCO.

4. NINCU will coordinate UNESCO clubs and the UNESCO Associated Schools project in schools.

5. NINCU will advise the MoES&C on major global trends in education emanating from international fora involving UNESCO and its partners.

6. NINCU will assist the Ministry in preparing for various UNESCO meetings and conferences;

7. MNCU will assist educational institutions acquire educational materials from suppliers abroad using the LNSECO coupons scheme which has proved to be both expeditious and cost effective.

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6 Financing, Implementing & Monitoring the PIF

6.1 Financing the PIF

6.1.1 Progress toward the goals of the Policy & Investment Framework will require a challenging programme of reform at all

levels: from the classrooms to the Ministry. Meeting this challenge requires a major shift of resources from higher to lower levels, increased aggregate expenditure and substantial improvements in the cost effectiveness of the relatively substantial resources allocated to education.

6.1.2 The increase in financing necessary to support these policy goals is possible. It will happen by strengthening partnerships between the government, civic society and external partners. The policy & investment framework itself and the collective implementation of its guidelines provide the shared vision that makes this strengthened partnership possible. The necessary financing will arise from four sources: i) an increased level of public finance for education, ii) greater cost-sharing and cost-recovery from those who benefit from education, iii) higher levels of private sector financing, including the contribution from communities served by schools; and iv) increased external financing in response to clearly identified needs, policies, strategies and the effective management of the reform.

6.1.3 The increase in real levels of public financing for education will materialize as a consequence of Malawi's economic growth, improved performance of the public sector in raising revenues consistent with prudent macro-economic policies, and a sustained commitment to allocate in excess of 27% of the non-statutory recurrent budget to education. One development that is likely to increase real public expenditure on education is the debt relief programme for which Malawi is eligible. This has the potential of increasing funds available to the social sectors by as much as 20%.

6.1.4 Donors will increasingly be co-partners under the leadership of Government in managing sector investments. The term donors is replaced by the term development partners who will work with the Ministry of Education in the planning financing, management, review and evaluation of the PIF, the MTEF and the annual recurrent and development budgets. This will require improved co-ordination and the adoption of common financial reporting systems. Development partners will continue to support NGOs and to provide project technical assistance.

6.1.5 With reference to the low levels of cost effectiveness in the use of resources, the following improvements to the efficiency of the financing system are envisaged: First, the PIF allows clear links to be made between policy, the MTEF and the annual budget. This will facilitate better expenditure prioritisation and improve co-ordination of the bottom up activity-based budget by the MoES&C budget committee. Second, the recurrent cost implications of development expenditures have been analysed in the PIF leading to better co-ordination between the 2 budgets and their eventual integration. Third, external funds and activities will increasingly be assessed in relation to the implementation of the PIF and the management of the MTEF. Fourth decentralisation of services and financial responsibility will strengthen the movement towards quality and accountability. In the long-term both recurrent and development expenditures will be channelled directly to as many education service providers as possible. Schools will become responsible for strategic planning of public, donor and private funds (including fees, which will remain at school level). Finally, transparent expenditure monitoring systems to be put in place at all levels of the system and a performance and expenditure review process to be used to revise annual priorities and modify the PIF.

6.1.6 The implementation and management of the Policy & Investment Framework will be strengthened by the increasing emphasis government places on strategic management of public resources to meet development goals. The government's Vision 2020, the Vice-President's Policy Analysis Initiative, the implementation of the Medium Term Expenditure Framework, Activity- Based Budgeting and developments to encourage a sector-wide approach for donor assistance all reflect a commitment to more focused, transparent and efficient use of public financing.

6.2 The Investment Programme

6.2.1 A scenario is presented to show the budget implications of the proposed policy changes under a medium macroeconomic resource envelope. Strategies have been costed over a 15 year implementation period (1997- 2012) and include both recurrent and investment requirements. The base year data focuses on government funds and is largely estimated from 1997 actual recurrent expenditures and 1997 EMIS statistics. The data should be interpreted with care since the majority of 1997 donor supported activities have not been reflected thus leaving gaps under certain important recurrent inputs such as textbooks. The main donor activities have however been captured in the expenditure projections to 2002.

6.2.3 Table 6.1 below shows projected recurrent education expenditure by programme. The overall projections are based on 2 main macroeconomic assumptions, namely: overall GOM recurrent budget grows in real terms by 2.6% p.a.; and that the share of government recurrent resources to Education remains constant as of 1997. In an attempt to match the 1997 school year and financial year more closely, a weighted combination of 1996/97 and 1997/98 actual expenditures, were used. Second, CDSS teachers' salaries have been shifted from the primary into the secondary programme, which includes both CSS and CDSS expenditures.

Table 6.1: Summary of Projected Recurrent Government Expenditure (1997 constant million MK)

	1997	%	2002	%	2007	%	2012	%
Projected Govt. Recurrent Funds to Education Sector	1490		1694		1926		2190	
Basic Education	919	62%	1207	71%	1332	69%	1522	69%

Secondary Education	229	15%	225	13%	290	15%	323	15%
Primary Teacher Education	38	3%	68	4%	87	5%	86	4%
Secondary Teacher Education	16	1%	25	2%	29	2%	33	2%
University Education	175	12%	101	6%	114	6%	130	6%
Administration & Support	55	4%	34	2%	39	2%	44	2%
Other Sub-vented Organisations	57	4%	35	2%	35	2%	52	2%

6.2.4 In summary, both the primary and teacher education programmes increase their share of public resources over the period. As a consequence, the university, administration and 'other' programmes see their proportions reduced. The secondary programme maintains its share but is targeted to increase enrolment substantially as shown below.

6.2.5 For each programme, two summary tables are given. The first shows targets set over the 15 - year period for various parameters that drive the costings e.g. pupil: teacher ratio. This summarises the main policy shifts. The second shows the level of recurrent expenditure required at the end of each period of 5 years for each group of inputs e.g. salaries. All potential sources of funding are then considered including government, donors and the community. The funding gap calculates the difference between projected resources and recurrent resource needs. Details of items with no identified funding are then shown in order of priority. Recurrent costs are presented in 1997 constant prices. It is important to note that the costings incorporate the internal efficiency improvements suggested in the previous section e.g. a reduction in drop-out rates at primary level, as well as the rationalisation of activities not deemed to be cost effective.

Table 6.2: Main cost Parameters for Basic Education

	Basic Case	Medium Scenario		
Year	1997	2002	2007	2012
# of pupils (millions)	2.9	3.1	3.3	3.2
Pupil : Teacher	61	60	60	60
Pupil : Qualified Teacher	119	98	68	65
Real teachers salary increment	0%	0%	0%	0%
#of teachers trained per annum	7484	7484	7484	7484
Initial teachers salary increment after training	15%	15%	15%	15%
Amount spent on teaching and learning materials per student (1997 prices)	MK16	MK136	MK136	MK136
Number of Inspection visits per school per year	0	3	3	3
% of value of school buildings invested in maintenance every 5 years	/	2%	2%	2%
Amount spent per student on district administration (1997 prices)	MK4	MK4	MK5	MK5

6.2.6 The main measures put into place to improve quality of primary education are: (1) training the maximum numbers of teachers per annum to reduce class sizes; (2) ensuring that a minimum quantity and quality of instructional materials are

provided for every child; (3) increasing the number of inspection visits to once per term; (4) ensuring that school buildings receive adequate maintenance; (5) supporting the district education offices (DEO) in decentralising educational services and administration.

Table 6.3: Recurrent Expenditure Requirements for Basic Education

Costs are shown in Mk million (1997 constant prices)

% Shows the share of total resource needs or of projected funding

Basic Education	1997	%	2002	%	2007	%	2012	%
Recurrent Funding Needs	920		1491		1596		1562	
Teacher Wages and Benefits	809	88	941	63	1026	64	1004	64
Teaching and Learning Materials	48	5	430	29	449	28	436	28
Maintenance	25	3	39	3	45	3	52	3
Special Education	3	0	5	0	7	0	10	1
Inspection & Advisory	6	1	14	1	14	1	14	1
Administration	28	3	37	3	38	2	38	2
Other	1	0	25	2	16	1	8	1
Total Projected Funding	920		1403		1355		1537	
Government	919		1207		1332		1522	
Teacher Wages and Benefits	809	88	916	76	1000	75	979	64
T & L Materials	48	5	203	17	234	18	436	29
Maintenance	25	3	39	3	45	3	52	3
Special Education	3	0	5	0	7	1	10	1
Inspection	6	1	14	1	14	1	14	1
Administration	28	3	31	3	31	2	31	2
Development Partners	1		196		23		15	
Social awareness campaign			25		13		6	
Support CAG	1		1		1		1	
Textbook provision			164					
Community Training			0.1		1		1	
Health promotion			0.1		1		0.0	
Support to EMIS			6		7		6	
School mapping			1		1		1	

Funding gap	0		-89		-241		-25	
Textbooks					171			
Learning materials			64		44			
Allowance for teachers in remote areas	0		25		26		25	

6.2.7 Allocating a larger share of recurrent resources to the primary programme allows the share to teachers' salaries within the programme to drop and allocations to quality inputs to rise. Nonetheless, a funding gap still exists. In essence, the government and identified donors are only able to partly fulfill the requirements on teaching and learning materials. Furthermore, the strategy of encouraging teachers into remote areas by paying an additional allowance is another activity, which would have to be curtailed unless additional resources are mobilised.

Table 6.4: Main Cost Parameters for Primary Teacher Education

Year	Basic Case	Medium Scenario		
	1997	2002	2007	2012
# of teachers in teacher training programme per annum	15162	15162	15162	10000
# of lecturers	286	126	126	126
Student in college : lecturer	9	20	20	20
Lecturer : Class	2	1.75	1.75	1075
Student in college : Class	18	35	35	35
Unit cost of teaching materials	286	286	286	286
Attrition rate for trainees and lectures	11%	11%	11%	11%
# of INSET days per teacher per annum	0	3	3	3
Student contribution to boarding expenses	0%	20%	20%	20%

6.2.8 The main policy shifts in Primary Teacher Education are: (1) an increase in INSET support for primary school teachers (conducted in zonal teacher development centres (TDCs)) and lecturers; (2) ensuring that teacher training colleges (TTCs) and the newly constructed TDCs are maintained annually; (3) an increase in the trainee: class ratio; (4) the introduction of partial cost recovery from student boarding.

Table 6.5: Recurrent Expenditure Requirements for Primary Teacher Education

Primary Teacher Education	1997	%	2002	%	2007	%	2012	%
Recurrent Funding Needs	66		99		96		95	
TTC Salaries and Benefits	10	16	5	5	5	5	5	5
Teaching & Learning Materials	7	10	7	7	7	7	7	7
Maintenance	1	1	13	13	13	14	13	14
Teacher Ed. Programme	19	29	16	16	16	17	16	17

costs								
TTC operating expenses	9	13	12	12	12	12	12	12
INSET	2	2	27	28	25	26	24	26
Boarding	14	21	12	12	12	13	12	13
Administration	5	7	7	7	6	6	6	6
Total Project Funding	66		94		90		89	
Government	38		68		87		86	
TTC Salaries &Benefits	10	27	5	7	5	5	5	5
Teaching and Learning Materials	2	6	7	10	7	8	7	8
Maintenance	1	2	13	19	13	15	13	15
Teacher Ed. Programme costs	0	0	16	24	16	18	16	19
TTC operating expenses	9	23	12	17	12	13	12	14
INSET	0	0	0	1	19	21	18	21
Boarding	17	36	10	15	10	11	10	11
Administration	27	5	5	7	6	7	6	7
Development Partners	1		24		0		0	
TUM upgrading for JCE	19		1					
MIITEP Costs	5							
MIITEP instructional materials & exams	0							
INSET	3		21					
TDU/District admin costs	1		2					
Student Contribution	1		3		2		2	
TUM Upgrading for JCE			1					
Boarding fee			2		2		2	
Funding gaps	0		5		6		6	
Upgrading of JCE holders			5		6		6	

6.2.9 As a result of the policy changes, by 2002 less real government resources are allocated to salaries and boarding. Public funds are now able to accommodate the large increase in both maintenance expenditure and teacher education programme costs (the latter being currently donor funded). Furthermore, by 2007 the combination of shifts within the programme inputs and the additional aggregate resources shifted into this priority programme mean that INSET costs can be borne by government also. The main identified funding gap is on the upgrading of JCE holders. The projected expansion of this activity is unlikely to take place unless additional resources are found.

Table 6.6: Main Cost Parameters for secondary Education

Year	Base Case	Medium Scenario		
	1997	2002	2007	2012
Total pupil numbers	180,060	240,874	332,734	392,374
% of enrolment which is private	15%	18%	21%	25%
Public Pupil : Class	70	50	50	50
Public Teacher : Class	2	1	1	1
Public Pupil : Teacher	36	40	40	40
# of textbooks per public secondary pupil	?	10	10	10
Unit cost of teaching materials (1997 prices)	MK 15	MK 78	Mk78	MK 78
Number of inspection visits per school per year	0	1	1	1
Public Teacher : Inspector	528	166	166	166
School operating expenses per student (1997 prices)	MK 146	MK 511	MK 511	MK 511
# of administrative and support staff per public school	1.8	5	5	5
# of CDSS teachers upgraded over each 5 year period	0	570	950	0
CDSS teachers salary increment after upgrading	0%	20%	20%	20%
Textbook fund fee (1997 prices)	0	MK 97	MK 97	MK 97
Student school fee (1997 prices)	?	MK 323	MK 323	MK 323
% student contribution towards boarding	?	100%	100%	100%
% student contribution towards learning materials	0%	100%	100%	100%
# of students receiving a bursary	59,971	49,379	65,715	73,570

6.2. 1 0 The main changes envisaged within the secondary education programme over the period are: (1) the 2 fold increase in enrolment; (2) the equitable distribution of government resources between CSS and CDSS: school operating expenses to be provided as a per student grant and to cover all public schools (in the base year only CSS were provided for) and an average of 5 administrative/support staff to be employed in each public school; (3) all CDSS teachers (deemed eligible) to be upgraded by 2007 and receive a 20% salary increment once trained; (4) the pupil teacher ratio to be 40 : 1 across all public schools; (5) inspection visits to take place once per year in all public and private secondary schools; (6) adequate quantities of textbooks and teaching materials to be available in every public school; (7) substantial cost-sharing measures to be instigated: (1) pupils pay a sustainable textbook fund fee; (ii) pupils pay school fees of approximately 50% of non-salary school expenses; (iii) pupils to supply their own learning materials; (iv) a targeted bursary scheme to be put into place to cover needy students. (8) Public finance will no longer cover boarding expenses.

Table 6.7: Recurrent Expenditure Requirements for Secondary Education

	1997	%	2002	%	2007	%	2012	%
Recurrent Funding Needs	253		420		537		593	

Teacher Wages and Benefit	111	44	132	31	181	34	200	34
Teaching and learning Materials	8	3	54	13	71	13	80	13
Maintenance	7	3	9	2	11	2	12	2
School admin expense	33	13	139	33	185	34	207	35
Boarding	28	11	0	0	0	0	0	0
Bursary	24	10	24	6	32	6	36	6
Inspection	1	0	5	1	6	1	7	1
MCDE	10	4	6	1	6	1	6	1
Administration	31	12	52	12	45	8	45	8
Total Projected Funding	253		377		473		523	
Government	229		225		290		323	
Teacher Wages and Benefits	111	48	132	59	181	62	200	62
Teaching and Learning Materials	8	3	8	3	10	4	11	4
Maintenance	7	3	4	2	5	2	6	2
School admin expenses	33	15	50	22	67	23	75	23
Boarding	28	12	0	0	0	0	0	0
Inspection	1	1	3	1	4	1	5	1
MCDE	10	4	0	0	0	0	0	0
Administration	31	14	27	12	22	8	25	8
Development Partners	24		69		73		76	
Support to girls and SEN education	24		39		42		42	
Support to sustainable text book support system	0		19		25		29	
Training in school management and planning	0		7		0		0	
Support to EMIS			4		5		6	
School mapping			0.3		0.4		0.4	
Community contribution	0		83		110		123	
Text books			19		25		29	
School fees	*		64		85		95	
Funding gap	0		-44		-63		-70	
School admin/ Support staff			38		51		57	

wage								
Division Administration					7		8	
MCDE			6		6		6	

- Some of the school fees for the base year are included in government expenditure as part were remitted to the MOF

6.2.11 Although the secondary programme doesn't increase its share of education recurrent resources, an expansion of quality secondary education appears feasible providing there commended cost sharing measures are put into place. Within the government contribution, teachers' salaries, school administration and inspection gain in real terms. This is mainly the consequence of the CSS/CDSS equity policy. Boarding expenses and MCDE are cut completely by 2002 and there is a substantial decline in the share to divisional administration. The funding gap consists of part of the allocation for school support workers, indicating that the policy of 5 per public school may not be possible unless additional funds can be mobilised at school level.

Table 6.8: Main Cost Parameters for University Education

Year	Base Case	Medium Scenario		
	1997	2002	2007	2012
# of University Students	3,319	7,036	9,720	12,113
# of full time equivalent public students (FTEP)	3,319	5,335	6,819	8,113
# of private students	?	700	1,400	2,000
# of distance education students	-	1,000	1,500	2,000
FTEP student : Lecturer	10	15	20	25
Distance student : Lecturer	—	100	100	100
Overall student : Lecturer	10	28	34	40
Student : Administrator	6	12	16	20
Student : Support Staff	4	8	12	15
Lecturer real pay increment over each 5 year period	\	70%	50%	50%
Amount spent on instructional materials & equipment per student	181	10,007	10,007	10,007
# of students enrolled in science & technology programmes	\	2,170	3,559	4,868
% of FTEP students enrolled on post graduate programmes	\	10%	10%	10%
% of FTEP students paying fees	\	70%	70%	70%
% of distance students paying fees	\	100%	100%	100%
% of FTEP students receiving scholarships	\	30%	30%	30%
% of postgraduates receiving a living allowance	\	50%	50%	50%

6.2.12 The main policy shifts at university level entail: (1) a 4 fold increase in enrolment by 2012;(2) admitting a larger proportion of students on a part-time and distance education basis such that the existing physical facilities are used more effectively; (3) a

substantial increase in lecturers' remuneration in real terms; (4) admitting more students in the science and technology area necessitating a large increase in the amount allocated from the university budget to instructional materials and equipment; (5) an increase in the postgraduate student population; (6) ensuring that research is adequately funded; (7) ensuring that colleges receive adequate physical maintenance; (8) instigating substantial cost sharing measures: (1) 70% of full-time equivalent public (FTEP) students to pay fees (2 levels-full cost and 50% cost). (This category includes both full and part time students.); (ii) all distance students to pay fees; (iii) students to be responsible for the full costs of boarding; (iv) 30% of FTEP students to receive a scholarship to cover fees; (v) 50% of postgraduates to receive a living allowance as well as a scholarship.

Table 6.9: Recurrent Expenditure Requirements for University Education

TERTIARY EDUCATION	1997	%	2002	%	2007	%	2012	%
Recurrent funding needs	182		183		215		272	
Lecturer wage and postgraduate benefits	19	10	28	15	47	22	76	28
Instructional materials & Equipment	1	0	63	35	83	39	101	37
Research and Expenses	4	2	8	4	10	5	12	4
College maintenance	3	2	4	2	4	2	4	1
College operating expenses	25	14	23	13	24	11	25	9
Boarding and allowances	17	10	0	0	0	0	0	0
Administration	63	35	44	24	47	22	54	20
Surplus / Deficit	40	22	0	0	0	0	0	0
Other incl. Equipment/ Rehab	10	5	13	7	0	0	0	0
Total Projected Funding	184		187		221		266	
Government sub-vention	175	95	101	54	114	51	130	49
Student Fees	1	0	78	42	99	45	125	47
Income generation	8	5	8	5	8	4	11	4
Funding gap	2		4		6		-5	

6.2.13 Although the university sector is being allocated a much smaller proportion of government recurrent resources than in the past, the admission of fee-paying students and income generating activities could enable the sector to expand almost 4 fold. Looking at the overall picture, there is a shift within the university budget towards lecturers' salaries, instructional materials and research expenses. Administrative programmes at the central and college level see their resources reduced in real terms. Boarding expenses are completely removed from the budget.

6.2.14 The policy changes recommended also have implications for capital expenditure. Two tables are shown below which incorporate all the main programmes. The first is a summary of the main parameters driving the investment costs. The second shows capital investment requirements in US\$ by programme and activity.

Table 6.10: Main Cost Parameters for Investment Requirements

	Base Case	Medium Scenario		
Year	1997	2002	2007	2012

Primary Education				
Pupil : Classroom	119	107	95	81
% of classrooms used for double shifting	23%	23%	23%	23%
Pupil : Classroom (allowing for double shifting)	92	82	73	62
Houses per 100 teachers	37	39	41	47
Pupil : Latrine	65	54	46	41
% of schools with safe water	20%	34%	47%	58%
Secondary Education				
Public Pupil : Classroom	70	54	58	58
% of schools double shifting	1%	7%	15%	15%
Public Pupil : Classroom (allowing for double shifting)	70	50	50	50
% of CDSS adhering to minimum physical standards	27%	60%	100%	100%

6.2.15 The policy of encouraging physical double shifting at both primary and secondary levels reduces the demand on classroom construction in reaching the targeted pupil classroom ratios. At the primary level emphasis is given to improving health indicators and ensuring that adequate teachers' houses are provided in rural areas. Within the secondary programme, upgrading the physical facilities in CDSS to minimum standards, including a library and a laboratory, is given priority.

Table 6.11: Investment Expenditure Requirements

Type of Investment	Details	Time-frame	Total Cost US\$ million	Cost per year US\$ million
Basic Education				
1. New Classrooms (disabled friendly) with furniture	100 per annum (15000 total)	1998-2012	320.7	21.4
2. New Latrines	3000 per annum	1998-2012	Incl.above	Incl.above
3. New Teachers houses	500 per annum	1998-2012	Incl.above	Incl.above
4. New Pre-school facilities	330 rooms per annum (5000 total)	1998-2012	37.5	2.5
Secondary Education				
1. Rehabilitation of CDSS (those without minimum facilities in 1997)	237 CDSS require upgrading. This is equivalent to 946 secondary ? construction units?	2000-2005	30.3	6.1
2. New Classrooms (new day schools and CDSS)	2920 ?construction units?	1998-2012	93.6	6.2

established after 1997 which require new premises)				
Primary Teacher Education				
1. Building TDCs	315 to be completed by 2002	1998-2002	15.2	3.0
2. TTC rehabilitation	All 6 TTCs require rehabilitation. Blantyre TTC is the first priority	2000-2001	4.8	2.4
Tertiary				
1. IT centers	Equipment required for the IT centres to be established in every college	2000-01	0.5	0.25
2. Gender studies unit	Equipment required for unit to be based at Chancellor college	2000-01	0.09	0.045
3. Buildings to be made disabled friendly.	Every college to modify physical facilities to cater for the needs of those with disabilities	2000-2005	0.06	0.02

Notes:

- A primary 'construction unit' includes a classroom, furniture, 3 latrines, 1 teacher's house, part of an administration block and borehole and disabled friendly facilities. Cost = US\$21380
- A classroom unit cost = US\$7500
- A secondary 'construction unit' includes all listed above for primary and part of a library and laboratory. Cost = US\$32070
- Teacher Development Centre cost = US\$483300

6.3 Implementing & managing the PIF. The MTEF & Annual Budget

6.3.1 The implementation of the PIF requires the translation of policy intents and strategies, to program strategies and actions within the three-year Medium-Term Expenditure Framework (2000-2003). The MTEF for education will be the key vehicle for developing operational strategies for implementing the PIF. The MTEF provides a three-year framework of public financing from the Ministry of Financing to the Ministry of Education. The framework and financing ceilings provided by MoF include both internal and external financing. Within the financial ceiling the Ministry of Education will define specific programme strategies, activities, results and indicators, and the financing to support these activities. These programmes are the operational realization of the policy guidance provided by the PIF.

6.3.2 On an annual basis, the preparation, management of the MoES&C budget will be based on the MTEF, and provide the specific mechanism for allocating funds to cost centers and program activities. The relationship between the PIF, the MTEF and the annual budget cycle is illustrated in Figure 6.1

6.3.3 Implementing the PIF in financial terms means operationalizing policy intents and strategies into an MTEF three-year programme, activity-based budget, linked to sector, sub-sector and program results & indicators. The annual budget will draw from that MTEF, to guide specific activity-based (and line item) budgets for program activities within cost centers (and sub-centers).

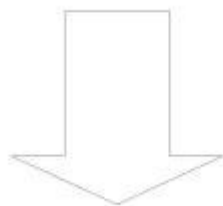
6.3.4 The review of progress on the PIF will involve the annual expenditure reviews of the budget in relation to targets and indicators for the MTEF; it will involve the analysis of data and insights based on program, sub-sector and sector indicators of progress towards access, participation, quality and efficiency. Every three years, it will be necessary to critically examine policies, strategies and program impacts so as to formulate the next stage of the MTEF.

6.3.5 The implementation of the educational objectives in the PIF shall be progressively decentralized. This will require that Divisions, which are now cost-centers, will establish sub-cost centers at district, and ultimately school centers. Each center will be responsible for developing a plan with objectives related to access, equity, quality and relevance, management and planning, and finance. These plans will be based on the overall PIF policies, and the MTEF and annual budgetary ceiling. The long-term

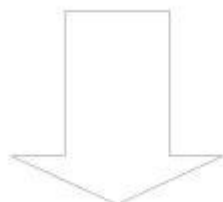
objective will be to increase the number of primary schools, with fully functioning School Management Committees, which are able to develop school plans and programs for improvement, managing both government and community resources.

Figure 6.1 Implementation of the PIF

PIF Guidance 2000 - 2012
Policy Priorities and Strategies



MTEF Financing Ceiling for Education - 2000-2003
Sub-sector Strategy, Programs and Indicators
Programme Targets & Financing



Annual Budget: 2000/2001
Programme Annual Targets, Activities and Financing
Cost Center Activity Budgets
Annual Monitoring & Evaluation
Annual Audit & Expenditure Review

6.3.6 The shift from line item, incremental budgeting to strategic planning, programming, decentralized cost centers and results orientation requires new capacities and approaches. Financing reform involves analysing strategic choices in terms of the impact of program actions on recurrent unit costs; establishing standards and standard costs for facilities, capital expenditures; and assessing the impact of the program actions on objectives.

6.3.7 Two management tools that are needed for planning and managing sector reform are minimum quality standards and unit costs. Minimum quality standards represent the threshold of resources needed by a school (or educational institution) to ensure that a majority of pupils will learn what is intended. The definition of these standards should be articulated at different levels of the system. At the national level, there should be a focus on those elements that have finance and resource implications, and a target for the number of schools that can be brought up to the minimum standard within the resources of the MTEF. At a local level, the school and community should define not only inputs, but also the processes and relationships that support quality education and learning. At the local level the school management committee, the community members, and the school staff and pupils should develop a plan to attain the minimum quality standards, and to exceed these minimums if they are able.

6.3.8 The second management tool is the use of unit costs, linked to quality standards, as a method for developing a strategic plan and programme action. Per pupil recurrent costs involve a) wages, and b) non-wage expenditures. Wages are based on pupil/teacher ratios, staff qualifications and salary/benefit scales, including wages for professional supervisors and managers. Non-wage unit costs include instructional materials, supplies, in-service professional development, management and operational costs. In addition to recurrent costs, the plan for facilities, furniture and equipment needs to be developed. Here, rather than using annual per/pupil costs, standards for facilities and equipment, and standard costs for these elements form the basis of financial planning. The implementation and management of the PIF will evolve by having programs and cost centers develop strategic plans based on linking changes in unit costs and capital expenditures to program objectives and outcomes.

6.4 Monitoring and Evaluation

6.4.1 Monitoring and evaluation of the implementation will be an integral part of an annual cycle of review, analysis, planning, and budgeting. The technical requirements for the annual cycle include establishing:

- Sector, sub-sector and program targets, indicators and financing within MTEF ceilings;
- Base-line data for these indicators and information for the analysis of these indicators;
- A fully-functional, timely, accurate education information system which provides

data/information on the indicators;

- A work plan for the collection, processing, analysis and reporting of results as input into the annual cycle of monitoring and evaluation.

6.4.2 This cycle shall be coordinated by the MoES&C, and will involve a review, analysis,

planning and budgeting process at each level of the system:

- At the national level led by the MoES&C, with the Ministry of Finance, and other operational Ministries (e.g. District Administration), and key development partners, including bilateral and multi-lateral agencies and NGOs.
- Within each programme area of the MoES&C
- For Divisions, districts, education/training institutions, and ultimately all schools.

6.4.3 The annual cycle will include the following elements:

- An external audit of expenditures by programs and cost centers;
- Cost analysis to determine cost-effectiveness of program actions;
- Annual performance review using indicators/program actions;

This analysis and review will lead to:

- The critical evaluation of programme targets, indicators, results;
- Modification of strategies, programmes, activities;
- Preparation of the next year's budget.

6.4.4 At the national level, this cycle will include one full round-table with all key development

partners and agencies, contributing to the modification of strategies, programmes, and activities, and to the preparation of the budget. The roundtable review will be held on or about January, so as to provide input into the following year's budget. This event will serve as a means of ensuring a sector-wide approach and coordinated financing with all key external agencies.

Figure 6.2 illustrates the annual cycle for review, analysis, planning and budgeting.

Figure 6.2 Annual Cycle of PIF Review, Analysis, Planning and Budgeting

