## Project Name
Malawi Education (SWAP)

### Region
AFRICA

### Sector
Primary education (75%); Secondary education (25%)

### Project ID
P114847

### Borrower(s)
GOVERNMENT OF MALAWI
The Government of Malawi
Madagascar

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Malawi

### Environment Category
[ ] A  [X] B  [ ] C  [ ] FI  [ ] TBD (to be determined)

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1. Country and Sector Background

Key development issues and rationale for EFA-FTI CF and Bank Involvement

Despite significant improvements, Malawi’s education system faces key challenges. The rapid expansion of the education system has made it necessary to support institutional reform as well as to address the gap in financing between available funds and the anticipated cost of investments needed to improve and maintain access and equity.

Access and Equity

**Early Childhood Development (ECD) Programs**: An expansion of early childhood development (ECD) programs promotes right-age entry and primary school readiness. In Malawi enrolment grew steadily from 38,166 children in 1998 to 683,826 in 2007. With support from government and partners, Community-based Child Care Centers (CBCCCs) have expanded in rural areas, but supply does not meet demand. The ECD gross enrolment rate was only 23%, and the majority of the centers are concentrated in urban and semi-urban areas. The majority of
children still enter primary education without being exposed to ECD services. In addition, there are currently no national standards for the delivery of ECD services, and most caregivers have received at most a few weeks of training.

**Equitable enrollment remains a major challenge in primary education.** As measured by the number of students who attend standard 1, almost all children have access to primary education. Yet regional disparity in access is evident, with a 34% urban-rural difference in access probability to Standard 8. Furthermore, 14% of the pupils in the central and south who were attending Standard 1 in 2006 were attending a school that was not providing Standard 8, compared to 9% in the North.

**Unlike primary school, secondary school is selective, with access rates as low as 16.3%.** Access to secondary education has shown a 0.7% annual growth rate between 2001 and 2004, which has accelerated to 5.3% annually since 2004. However, the Gross Enrollment Rate (GER) for secondary education is only 17%, with access to secondary education lower for girls than for boys (47% versus 53%). Limited space in public schools partly explains the low GER. Problems of access are amplified due to limited availability of space in boarding schools. (i) Inadequate access to secondary education with emphasis on special needs students, orphans and needy ones

**Quality of Teaching and Learning**

Limited textbook availability, high pupil-classroom ratio, and the high pupil-desk ratio are major challenges to the learning environment of those enrolled in primary education. The average students-book ratio is 17.2:1 in Standard 1; the pupil-classroom ratio is 106.4:1, and the pupil-desk ratio is 9:1. These ratios demonstrate that there is an urgent need for investment in pedagogical resources and in infrastructure. Most teachers are concentrated in urban areas. In urban government-funded primary schools the student teacher ratio (STR) is 47:1 compared to 99:1 in the rural areas.

In secondary schools, more than half of the children attend Community Day Secondary Schools, which have fewer resources, are underfunded, lack appropriate teaching and learning materials and equipment, and face key issues of teacher qualification and deployment. Secondary schools in Malawi can be categorized into five groups: (1) Community Day Secondary Schools (CDSS), which account for 47 percent of enrolled students in 2007; (2) Conventional Secondary Schools (CSS) - 20 percent of students, (3) Open Schools – 3 percent of students; (4) Grant Aided Schools - 6 percent of students; and (5) Private Schools - 23 percent of students. Although the situation has improved in primary schools, the student-to-qualified-teacher Ratio (SqTR) in secondary is still high—currently reduced to 88:1 from a level of 118:1 in 1999. The learning environment varies significantly depending on the type of secondary school. In Community Day Secondary Schools (CDSS), which account for over 47% of secondary students, teacher qualifications remain a major challenge, with more than 60% of teachers unqualified. This is largely because the supply of trained teachers has been unable to keep pace with the demand. This is partially a consequence of the high levels of HIV/AIDS morbidity and mortality among teachers as well, because a number of primary teachers who are unqualified for secondary teaching have been moved to secondary schools, particularly in the
CDSSs, where the Student qualified Teacher Ratio (SqTR) is considerably high at 107:1. Most of the under-qualified teachers work in CDSSs—81% of their teaching force is unqualified compared to 27% in CSSs.

The consequences of the poor learning environment in Malawi are expressed through low primary completion rates, low internal efficiency rates, and poor test scores in primary and secondary examinations. Although Malawi’s intake into primary education is one of the highest in Africa (Gross Enrollment Ratio for Standards 1-4 is 136%), less than 35% of children complete primary education, leaving more than 600,000 primary-age children out of the system. Dropouts are a major concern, and lead to 51% wastage of public education resources. Related to dropouts are repetition rates, which mark an average of 20% over the primary cycle. Accounting for both repetition and dropouts, the Internal Efficiency Coefficient (IEC) for primary education is as low as 35%, implying that 65% of public resources are lost due to repetitions or dropouts before the cycle completion. It has been estimated that the primary education system requires 23 years to produce one graduate instead of 8 years under perfect efficiency.

Regarding the quality of the system itself, the Malawi data show that 78% of pupils had not mastered independent reading by Level 4, which is typically used as the point where children can do so. In Mathematics, 98% of the pupils did not possess the skills beyond basic numeracy, and none of them had skills beyond competence numeracy level 5. Malawi ranks last in reading and math test scores among the 15 countries that participate in the Southern African Consortium of Monitoring Education Quality (SACMEQ) assessments.

Learning outcomes in secondary school are also poor. Pass rates in Junior Certificate Examination (JCE), taken at the end of two years of secondary education, and Malawi School Certificate Examination (MSCE), taken at the end of secondary school, are only 62% and 44%, respectively. At the secondary level, poorer outcomes are associated mainly with CDSSs.

Management Capacity

The improvement of management capacity of basic education is crucial to ensure effective use of resources to improve access and the learning environment. The highly centralized management system in Malawi has acted as hindrance for effective teacher management, program implementation, and adequate flow of funds. However, both at the central and district

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1 Based on the results of the primary school leaving examination, students are assigned to different school types. Most selective are national boarding schools, followed by government day schools, and finally Community Day Secondary Schools (CDSS), which are generally in rural areas, and have limited infrastructure.

2 The Internal Efficiency Coefficient (IEC) is defined as the ratio between the cumulated student years invested in a system with no student flow problems and the actually cumulative student years invested given the current pattern of drop out and grade repetition. And education system with no dropout and no repetition would have a coefficient of 100.

3 Malawi is well placed to meet Goal 1 of the MDGs, promoting gender quality and empowering women, given their achievement in equal enrollment in primary education and reducing gender disparity in youth literacy. Malawi is unlikely to meet Goal 2 of achieving universal primary education due to its high dropout rate.

4 SACMEQ includes South Africa, Botswana, Kenya, Lesotho, Malawi, Mozambique, Mauritius, Namibia, Uganda, Seychelles, Swaziland, Tanzania, Zambia, Zanzibar, Zimbabwe.

5 As for learning materials, according to the most recent Public Expenditure Tracking Survey (PETS), leakages in materials are a barrier to ensuring children and teachers are receiving the appropriate materials. For example,
level there is weak capacity to implement and monitor education programs. This problem is exacerbated by the frequent shifts of leadership, although mid-level staff has been relatively stable. Through decentralization efforts, the government has begun strengthening local management capacity, which includes financial oversight and decision making at the school level including district, head teachers and local Parent-teacher associations (PTAs). The NESP has also provided a set of potential indicators for the M&E framework, although increased work will need to be implemented to further address the needs of the actual monitoring and implementation of these and other reforms in order to ensure that evidence-based decision-making continues.

Rational for FTI Involvement

Under the Education for All Fast Track Initiative (EFA FTI), the donor community has substantially increased resources in education for those countries that propose technically sound and fiscally sustainable education sector plans to achieve the Millennium Development Goal (MDG) of universal primary completion by 2015. The FTI creates a framework for mobilization and harmonization of resources to promote development of the education sector in a coherent and efficient way. It does so by providing (i) technical assistance in the form of platforms for knowledge sharing on “what works” in education to support the preparation of education sector plans that address policy, capacity, data and funding gaps; and (ii) financial support for program preparation and in-country mobilization through the provision of the Catalytic Fund.

Despite improvements in the education sector, the MoEST suffers from weak central planning and financing, and consequently is made up of a series of isolated projects. Both the government and development partners recognize that this piecemeal approach to planning is highly inefficient, and that effective changes will require a comprehensive approach. In this context, EFA-FTI resources will (i) assist in the development of greater partner harmonization; (ii) provide for structural technical support for preparation and implementation of a sound education sector plan; and (iii) encourage the government to take a systematic approach to addressing the needs of the education sector as highlighted in the NESP. In addition, the existing aid flow is not sufficient to create the momentum necessary to accomplish the goal of quality universal basic education given the extensive needs in the education sector and the weak, but improving macro economic situation. Therefore the government, in addition to working within the FTI framework, will apply for Catalytic Funds.

Rationale for Bank Involvement

The Malawi Country Assistance Strategy (CAS) (2007-2010) outlines a program of country assistance in support of the overall MGDS, which underscores the importance of education in support of economic growth and social protection, especially nutrition, and specifically proposes that the World Bank stay strongly involved in supporting education programs as a mechanism to address poverty and inequality. Currently the World Bank is supporting the education sector

although 1,174,081 notebooks were reported to have been supplied, only 313,146 notebooks were reported at surveyed schools, representing about 75% wastage. In addition, in certain regions, leakages in teachers’ salaries reach 25%. 
through: (i) a US$32 million Education Sector Support Project and (ii) a Country Status Report recently delivered.

The National Education Sector Plan-NESP is fully consistent with the World Bank Country Assistance Strategy (CAS) goals of strengthening Malawi’s foundation for supporting economic growth through human capital accumulation, as well as improving good governance through sustaining improvements in budget execution, increasing accountability of civil services by strengthening monitoring systems within the ministry, and improving capacity of communities to engage in decision making in education at the local level.

2. Program Objectives

The Development Objective of the program is to support implementation of the National Education Sector Plan (2010-2012) by:
(i) Promoting access and equity to basic education;
(ii) Enhancing the quality of teaching and learning; and
(iii) Strengthening the overall managerial capacity of the Ministry of Education.

3. Project Description

Though details of the program will differ from year to year based on the particular needs and gaps of the year and as a result of consultations within the government and with Cooperating Partners, major components of the annual program can be described as follow:

Component I: Access and Equity to Basic Education

To increase access and improve equity in the distribution of school places, the program will support the following sub-components:

(i) School construction/rehabilitation, including teachers’ houses in selected rural schools. Construction will include Community Day Secondary Schools (CDSS), as well as the construction/rehabilitation of Teacher Development Centers (TDCs). This subcomponent includes the provision of the required furniture.

(ii) During the first year of project implementation, resources will be available to design and cost possible alternatives aimed at promoting gender equity in the education system, including scholarships, and awareness campaigns. The agreed strategies will be included as part of the activities to be financed by FTI-CF during the next years of project implementation.

Component II: Improving the Quality of Teaching and Learning

The objective of this component is to improve the learning conditions as well as the quality of the service delivered by supporting the following activities: (i) Provision of textbooks and learning materials to all students enrolled in Basic and secondary schools; (ii) In-service as well as pre-service teacher training activities including the designing of non-conventional strategies that will guarantee within a few years a qualified group of teachers; (iii) Design during the first
Component III: Improved Management Capacity & Institutional Development

Issues of management, accountability, inspection, quality assurance and monitoring across the system are central elements in improving efficiency. These will need to be addressed within the framework of decentralization, community involvement and through redefining the roles of the Ministry and districts in improving overall service delivery in the following areas: strengthening decentralization management by provision of continued assistance to the Direct Support to Schools Program; building capacity in Monitoring and Evaluation to ensure better planning, targeting, and feedback to relevant stakeholders and timely decision-making; building capacity in Budgeting and Planning aiming to develop FM, reporting and procurement procedures for the implementation of the SWAp; Support to implementation of the Local Development Fund (LDF) Mechanism. National LDF is an Intergovernmental Fiscal Transfer System designed to harmonize planning, financing, implementation and monitoring of results in service delivery both at central and local government levels. Over time it is expected that all community focused activities, such as school construction and maintenance, will be funded through the LDF.

4. Safeguard policies that might apply

Environmental Assessment: The on-going Education project financed by IDA has been closely following the recommendations established in the environmental assessment conducted as part of the documentation required during project preparation. Since the implementation of the NESP includes the construction/rehabilitation of schools, the MOEST in close collaboration with CPs and the Bank has already updated the “Environmental and Social Management Framework-ESMF”. The ESMF provides guidelines for management of potentially adverse impacts as a result of activities undertaken during the various stages of the NESP implementation. It provides operational principles, procedures and standards for complying with national environmental assessment (EA) laws and regulations as well as international safeguard policies. The ESMF seeks to ensure that appropriate measures are in place for ensuring that projects will be implemented in an environmentally and socially sustainable manner.

An environmental and social screening process is presented in this ESMF. The Framework describes the steps involved in identifying and mitigating the potential environmental and social impacts of future construction and rehabilitation activities. It also provides guidance for cases where screening results indicate that a separate Environmental

This ESMF has been prepared in recognition of the fact that Malawi’s Guidelines for Environmental Impact Assessment (December 1997) do not include a tool for the identification and mitigation of potential environmental and social impacts of construction and rehabilitation activities under education projects. Potential impacts such as soil erosion, water pollution, loss of vegetation or loss of livelihoods most likely would fall below the thresholds at which EIA is mandatory.
This framework builds on the ongoing ESMF prepared for the on-going World Bank Education Sector Support Project. It takes into consideration Malawian Environmental Impact Assessment Guidelines, the World Bank’s Safeguard Policies and general literature. This ESMF provides a review of Malawi national policies and regulations as well as World Bank safeguard policies applicable to the implementation of the NESP. For Malawi such policies and regulations include the Republic of Malawi Constitution, Central government Strategies and Policies, the Decentralization Policy, the Environment Management Act (1996) and the National Environmental Action Plan (NEAP) (1994); while for the World Bank OP/BP 4.01: Environmental Assessment, OP/BP 4.04: Natural Habitats, OP/BP 4.36 Forests and OP/PB 4.12 Involuntary Resettlement are the relevant policies for NESP implementation.

**Resettlement:** similarly, it was agreed to update the Resettlement Policy Framework-RPF to outline the principles, policies and procedures to be followed in the event that future school construction involve land acquisition which could lead to a loss of livelihoods among affected persons.

The need for Resettlement Policy Framework emanates from two observations which indicate potential risks in triggering resettlement in one way or the other. The first observation is that National Education Sector Plan includes new educational infrastructure. The construction of these public infrastructures may require formal land acquisition for the new facilities entailing land tenure and access changes within the community’s settings.

The second observation is that the specific locations of education infrastructure within both rural and urban settings are not known at the moment as land sites would be selected at a later stage by the Ministry of Education, Science and Technology. In this context, the implementation of new set of infrastructure may displace some households land and also disturb community wide livelihood systems.

5. Tentative Financing

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<td>EFA-FTI Catalytic Fund</td>
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<tr>
<td><strong>Total</strong></td>
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