



MALAWI

2023-2027 Partnership Compact

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Pursuing an Inclusive and Transformative  
Reform Agenda for Quality Foundational  
Teaching and Learning for All Girls and  
Boys in Malawi

April 2024

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## List of Acronyms

BE Level	Basic Education Level
BEFIT	Building Educational Foundations through Innovation & Technology
BMGF	Bill & Melinda Gates Foundation
CBCC	Community-Based Childcare Centres
COVID-19	Corona Virus Disease 2019
CPD	Continuous Professional Development
CSE	Comprehensive Sexuality Education
DAP	District Action Plan
DEMISO	District Education Management Information Systems Officers
DEO	District Education Office
DEYS/CEO	Director of Education, Youth and Sports/Chief Education Officer
DoDEL	Directorate of Distance and E-Learning
DP	Development Partners
DRM	Disaster Risk Management
DTED	Directorate of Teacher Education & Development
ECD	Early Childhood Development
ECE	Early Childhood Education
eCPD	Electronic Continuous Professional Development
ELM	English Language and Mathematics
EMIS	Education Management Information System
EoI	Expression of Interest
ESJF	Education Sector Joint Fund
ESPIG	Malawi Education Sector Project Implementation Grant
ESPR	Education Sector Performance Report
FCDO	Foreign and Commonwealth Development Office
FLN	Foundational Literacy and Numeracy
FPE	Free Primary Education
G4S	Government for Solution
GA	Grant Agent
GDP	Gross Domestic Product
GEA	Girls Education Accelerator
GER	Gross Enrolment Rate
GESD	Governance to Enable Service Delivery
GIR	Gross Intake Ratio
GoM	Government of Malawi
GPE	Global Partnership for Education
GPI	Gender Parity Index
ICT	Information and Communication Technology
IE	Inclusive Education
IFMIS	Integrated Financial Management System
IGFTS	Intergovernmental Fiscal Transfer System
INSET	In-Service Training
ITAP	Independent Technical Advisory Panel
JSR	Joint Sector Review
KfW	Kreditanstalt für Wiederaufbau
LA	Local Authority
LAPA	Local Annual Performance Assessment
LEG	Local Education Group

M&E	Monitoring and Evaluation
MACRA	Malawi Communications Regulatory Authority
MDAT	Malawi Development Assessment Tool
MERP	Malawi Education Reform Program
MESIP	Malawi Education Sector Improvement Project
MICS	Multiple Indicator Cluster Survey
MIP-1	The Malawi 2016 First 10-year Implementation Plan
MLA	Monitoring Learning Achievement Survey
MoE	Ministry of Education
MoFEA	Ministry of Finance and Economic Affairs
MoGCDSW	Ministry of Gender, Community Development and Social Welfare
MoLG	Ministry of Local Government
MWK	Malawian kwacha
NER	Net Enrolment Rates
NESIP	National Education Sector Investment Plan
NGES	National Girls Education Strategy
NIR	Net Intake Rate
NLGFC	National Local Government Finance Committee
NNP	National Numeracy Programme
NORAD	Norwegian Agency for Development Cooperation
NRP	National Reading Programme
NSO	National Statistics Office
ORT	Other Recurring Transactions
P1	Pre-Primary Class
PBC	Performance-Based Condition
PBG	Performance Based Grant
PCR	Pupil to Classroom Ratio
PpCR	Pupil to Permanent Classroom Ratios
PqTR	Pupil to qualified Teacher Ratio
PSIG	Primary School Improvement Grants
PTR	Pupil to Teacher Ratio
RNE	Royal Norwegian Embassy
S1-S8	Standard 1 to Standard 8 (equivalent of Grade)
SCG	System Capacity Grant
SDG	Sustainable Development Goal
SFP	School Feeding Programme
SIG	School Incentive Grants
SIP	School Improvement Plan
SNE	Special Needs Education
Std	Standard (equivalent of grade)
STG	System Transformation Grant
SWAp	Sector Wide Approach
SWG	Sector Working Group
TaRL	Teaching at the Right Level
TGE	Total Government Expenditure
TLC	Teacher Learning Circles
TLM	Teaching and Learning Material
ToC	Theory of Change
TTC	Teacher Training College
TWG	Technical Working Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation

UNESCO-IIEP United Nations Educational, Scientific and Cultural Organisation –  
International Institute for Educational Planning  
UNICEF United Nations Children’s Fund  
WASH Water, Sanitation and Hygiene  
WFP World Food Programme  
ZEMISO Zonal Education Management Information Systems Officers

## 1. Introduction

This Partnership Compact demonstrates the strong commitment of the Government of Malawi to the transformation of education in Malawi by ensuring improved **quality foundational teaching and learning for all girls and boys**.

This Partnership Compact has been developed through an inclusive, government-led and evidence-based process which started with the setting up of a Task Team by the Local Education Group (LEG). The Task Team was chaired by the Director of Education Policy (Ministry of Education - MoE), co-chaired by the Foreign, Commonwealth and Development Office (FCDO), and included the Directors of the MoE, Ministry of Gender, Community Development and Social Welfare (MoGCDSW), development partners (DPs), and UNICEF (Grant Agent for the System Capacity Grant).

The development of this Partnership Compact followed the steps described by the Global Partnership for Education (GPE) Compact Development Guidelines (February 2023) and started by using the Initial Screening and Enabling Factors Analysis Templates. The Task Team met to respond to each question in the Initial Screening Template using key documents such as the National Education Sector Investment Plan (NESIP) 2020-2030, the Malawi 2063 First 10-Year Implementation Plan (MIP-1) 2021-2030, Education Sector Performance Report (2022), and the Transforming Education Summit National Consultations Malawi Report (2022). An analysis of the enabling factors was done facilitated by the Enabling Factors Analysis template. The completed templates were submitted to the Global Partnership for Education (GPE) for review by the Independent Technical Advisory Panel (ITAP) in April 2023.

The ITAP review of the Enabling Factors Analysis prioritised the enabling factors as: Medium for Data and Evidence; Medium for Gender-Responsive Planning, Policy, and Monitoring; Low for Sector Coordination; and High for Volume, Equity and Efficiency of Domestic Financing.

The second stage of the development of the Partnership Compact started with the appointment of a consultant in October 2023 to provide technical assistance, and the expansion of the Task Team to include civil society. The consultant led a literature review of existing and new literature, including the National Education Sector Investment Plan (NESIP) and held meetings with key stakeholders. This was followed by a workshop and further consultations with stakeholders to develop the Theory of Change, Indicators and Triggers for release of funding and the Partnership Compact itself. The consultations and meetings/workshop engaged members of the LEG, which included MoE, development partners, teachers' unions, and civil society. Regular feedback to the LEG has taken place throughout the process.

The consultations identified **Quality Foundational Teaching and Learning for all Girls and Boys** as the prioritized policy reform area on which to focus the transformation of the Education Sector in Malawi through the Partnership Compact.

This policy reform area has the following proposed outcomes: (1) *Improved Inclusive School Readiness*, (2) *Improved Inclusive Foundational Learning*, and (3) *Enhanced Education System Capacity, Governance and Accountability*.

Inclusive education is defined as per the draft National Inclusive Education Policy of Malawi as “Practice within a system of education that responds to a wide range of diversity of learners' needs mostly arising from exclusion factors such as (but not limited to) disability, race, religion, poverty, psycho-social issues, and other difficult circumstances.” For the purpose of this Partnership Compact, inclusion is extended to include girls and children from disadvantaged backgrounds.

This Partnership Compact presents an overview of the prioritized policy reform area. Chapter 2 presents a diagnosis of the gaps in the education sector and Chapter 3 presents the highlights of the Enabling Factors Analysis and the ITAP report. The complementary activities of education DPs and the current and potential funding from GPE are presented in Chapter 4. The Theory of Change (ToC) is presented in Chapter 5 along with the proposed monitoring and evaluation of the ToC. The document ends with a statement of support for the Partnership Compact from MoE and the LEG.



## 2. Priority Reform Overview

### 2.1 Strategic Background

The Malawi MICS (2021) reported that only 18.9 per cent of children in Malawi aged 7–14 years have foundational literacy skills, and only 12.6 per cent have foundational numeracy skills. This lack of foundational learning impacts on a child’s performance at school, resulting in them being more likely to repeat a grade, drop out of school, and not benefit from further education. Low learning outcomes create a vicious cycle of repetition, drop-out, and inefficient learning in higher grades and therefore compromise the very foundation of the education system in Malawi.

Transforming foundational learning is the key reform priority for Malawi and therefore the focus of this Partnership Compact. Malawi is a signatory of the Commitment to Action on Foundational Learning, which recognizes that foundational learning provides the essential building blocks for all other learning, knowledge and higher-order skills. Aligned with this, Malawi has committed to taking urgent and decisive action to address learning poverty through the “5-Strand Foundational Learning Strategy”. This strategic document sets an ambitious goal to reduce learning poverty in Malawi from 87% to 21% by 2030.

The 5-Strand Foundational Learning Strategy is comprised of five strands supported by five foundational stones (see below). The strands are: (1) Best support to teachers of Standards 1-4; (2) Improve training and deployment of teachers; (3) Redesign curriculum and improve its resourcing; (4) Expand school feeding coverage from 35% to 100%; and (5) Digitalise education for access, quality, efficiency and resilience. The strategy is underpinned by cross-sectoral stones which are (1) Active parental and community involvement; (2) Government-led partnerships; (3) Data and accountability system for mutual partner accountability on learning outcomes; (4) Robust education research programme (education research agenda established); and (5) Increased domestic and external financing. Discussions are ongoing to adjust the strand on school feeding to address school readiness.

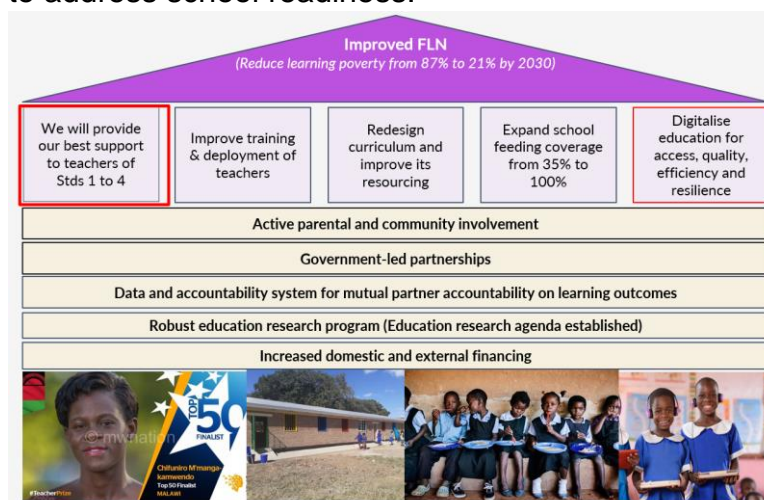


Figure 1. Ministry of Education Foundational Learning Strategy: Five strands building upon five foundational stones

To support implementation of the Foundational Learning Strategy, Malawi government set up the Foundational Learning Steering Committee (FLSC), bringing together MoE, MoGCDSW, Development Partners, Civil Society Organizations and other relevant stakeholders. FLSC is co-chaired by the Secretary of Education and a representative from development partners.

The Partnership Compact is inspired by the overall vision of the 5-Strand Strategy and identifies catalytic interventions in line with the 5-Strand Strategy and the overall goals for foundational learning in Malawi. During the consultative workshop that took place on 14<sup>th</sup> November 2023, and later agreed by the Local Education Group (LEG), the selected priority area of the Partnership Compact was selected to be **Quality Foundational Teaching and Learning for all Girls and Boys**. This will be accomplished through three outcomes: **(1) Improved Inclusive School Readiness, (2) Improved Inclusive Foundational Learning, and (3) Enhanced Education System Capacity, Governance and Accountability**. The Theory of Change for this Partnership Compact (see Figure 2) has been mapped against the 5-Strand Education Foundations Strategy to better demonstrate the alignment.

*Table 1. Mapping of Theory of Change of the Partnership Compact to the 5-Strand Foundational Learning Strategy*

Partnership Compact outcomes (rows) vs 5-strand strategy (columns)	Best support to teachers Std 1-4	Improve training and deployment of teachers	Redesign curriculum and resourcing	Expand school feeding coverage from 35% to 100%  * note that this is currently being considered for revision to school readiness	Digitilise education for access, quality, efficiency and resilience
Outcome 1					
1.1 Improved access to inclusive early childhood education		X	X	X	X
1.2 Improved quality of inclusive early childhood education		X	X	X	
Outcome 2					
2.1. Continuous support to teachers to deliver inclusive foundational learning	X	X	X	X	X
2.2. Improved curriculum and TLMs			X	X	X
2.3. Reduced Class Sizes	X				
Outcome 3					
3.1 Equitable distribution, retention and management of teachers within and across schools		X			X
3.2. Enhanced efficiency, equity and effectiveness of education sector	<i>This is a key foundation stone of the five-strand strategy</i>				X
3.3 Improved accountability on foundational learning through better data analysis, management and usage	<i>This is a key foundation stone of the five-strand strategy</i>				X

## 2.2 Inclusive School Readiness

The readiness of a child for formal schooling is enhanced by their participation in quality early childhood programmes. Quality early childhood education (ECE) increases literacy levels, improves school enrolment and achievement, and enhances developmental outcomes (Malawi National Planning Commission, 2021). Attending ECE has been proven to help kids start school on time, do well in primary school, and have a healthier, happier, and more successful life as adults (Heckman & Masterov, 2007).

A study conducted specifically in Malawi shows good rates of return for stronger investments in ECE (Malawi National Planning Commission, 2021). In the long run, the benefit of attending pre-school is that children will progress 1.25 more years through the education system, leading to a 13.9% increase in wages as adults. This benefit is substantial: MWK 800,000 per child over their working life. This will also lead to additional costs in terms of increased schooling (MWK 37,000 per child) and increased opportunity costs of not working during a part of those extra years (MWK 143,000 per child). For every MWK 1 invested in this program, Malawi will reap MWK 4.5 in benefits.

This importance of ECE is recognised by the Sustainable Development Goal 4.2, which sets the target for 2030 that “all girls and boys have access to quality early childhood development care and pre-primary education so that they are ready for primary education.” Specifically, SDG indicator 4.2.2 measures children’s participation rate in organized learning, one year before the official primary entry age.

The Government of Malawi has acknowledged the need for ECE, and this is reflected in the Malawi Vision 2063, the Malawi 2063 First 10-Year Implementation Plan (MIP-1, National Planning Commission 2021a), the National Education Sector Investment Plan 2020-2030 (NESIP), the National Policy on Early Childhood Development (2017), and National Policies on Equalization of Opportunities for Persons with Disabilities, Special Needs Education and Inclusion. The NESIP (2020) proposed three strategic objectives to address the issues identified in Early Childhood Development (ECD) for children aged 5-6:

1. Increase access to ECD services;
2. Improve quality of learning and teaching in ECD; and
3. Improve governance and management of ECD.

The Ministry of Gender, Community Development and Social Welfare (MoGCDSW) is the custodian of a National ECD Policy and coordinates the National ECD Programme. ECD services are primarily delivered in community-based childcare centres (CBCCs), which are managed by MoGCDSW. The CBCCs were first piloted in 1989, then again towards the end of 1990. Since then, CBCCs have spread throughout the country. They are for children aged 3-5 years, and are community-initiated and community-owned. They aim to promote safe, stimulating environments for children, and provide services such as essential health care, community integrated management of

childhood illnesses, psychosocial care and support, water and sanitation, nutrition, and stimulation and play (Munthali *et al.*, 2014). They do not have the mandate to provide early childhood education. The number of CBCCs increased from 9,783 centres in 2012 to 12,240 centres in 2023 (ESPR, 2023). This is below the target figure for 2024 of 14,720 in the NESIP (2020). The Gross Enrolment Rates for ECD have been erratic: in 2018, the GER was 78%, increased to 104% in 2020, declined to 92% in 2021 and then further declined to 84% in 2022 and 82% in 2023.

The quality of service provision at CBCCs has been a long-standing concern. According to the MICS (2021), only 59% of 3 to 4-year-old children are meeting developmental milestones in areas like physical, social-emotional growth, and learning. Moreover, a mere 17% are on track with literacy and numeracy skills. The ratio of caregivers to children in CBCCs stands at 60:1, significantly higher than global standards. These centres rely on volunteer caregivers, many of whom work without pay or with minimal stipends. This meagre pay leads to low motivation, high turnover rates and frequent absences among caregivers. Since 2019, only 46-50% of these caregivers have undergone training, typically a two-week program without ongoing support or coaching. Additionally, because CBCCs depend on voluntary contributions and community support, they are vulnerable to seasonal fluctuations and unexpected events like disasters. This vulnerability can result in periods when the centres are not fully operational or functioning effectively throughout the year (Malawi National Planning Commission, 2021).

ECE is not mandatory in Malawi and the smooth transition of children from the CBCCs to primary schools has been problematic due to the poor quality of the CBCCs and issues of access. The country has a national ECD curriculum but there is little indication that there is strong alignment of this curriculum to the primary school curriculum. The MICS (2021) reported that only 23.7% of children attending the first grade of primary school had attended an ECE programme during the previous year, and there was higher attendance of ECE in the previous year for those children from wealthier quintiles and better educated parents.

Government spending on ECD remains limited. Only 0.2% of the national budget (NESIP, 2020) and less than 10% of the public education expenditure (National Planning Commission, 2021b) was budgeted for pre-primary education. The size of ECD spending (MK 16.2 billion in 2023/2024 comprising 0.43 per cent of the total budget) is inadequate to build and equip structures and deliver quality service provision to young children in the country (UNICEF, 2023).

In recent months, discussions between MoGCDSW and MoE have emphasized the need to work more closely together to ensure young children are learning and developing even before they enter formal schooling. Both Ministries agree on the need to develop and strengthen a pre-primary or prep class (targeting 5-year olds) and to consider having this in every primary school in the country in fulfilment of the MIP-1. The MIP-1 emphasises the need to reform the education system so that all primary schools should have early childhood education services. Children will progress from

early childhood development facilities to pre-primary classes before going into primary. The MoE is currently preparing for a phased rollout of pre-primary education in every primary school in the country. The roll-out will be informed by a costing and financing study currently underway to ensure resources are available for a prudent expansion.

There is broad recognition that the provision of ECE, especially for children under 5 years old, will continue to include CBCCs and other modalities. Meanwhile, the expansion of pre-primary is primarily targeting 5-year olds to ensure they have at least one year of organized learning prior to formal schooling.

School readiness is a key outcome in the proposed priority reform area of the Partnership Compact. As per the Theory of Change, it encompasses interventions that improve access and quality of ECE service provision, including support to curriculum development, teacher training, infrastructure, and mobilization of communities and parents. This in line with NESIP and MIP-1 and supportive of the ambition of MoE to have universal pre-primary education through a pre-primary class in all primary schools.

Special attention has also been made in the Theory of Change to provide early screening and intervention for children with disabilities in CBCCs and pre-primary. Linkages with the Ministry of Health will be strengthened to facilitate this and handover of these children as they progress through the education system will be enhanced. Research consistently demonstrates that early intervention leads to better long-term outcomes, such as improved academic performance, increased independence, enhanced social skills, and reduced reliance on specialized services later in life.

### 2.3 Inclusive Foundational Learning

The emphasis on foundational learning is in response to a concerning trend of poor learning outcomes across the education system. Malawi’s national learning assessments showed subpar results among students in both Standard 4 and 7, as depicted in Table 2 below. Specifically, Standard 4 outcomes indicate a significant deficit in foundational skills, with fewer than 25% of students demonstrating proficiency at the expected level across all subjects tested (Chichewa, English, Life Skills, Mathematics). Furthermore, Standard 7 results highlight the enduring impact of low achievement levels from Standard 4.

*Table 2. Comparison of learning achievements (mean scores) by subject*

Subject	Standard 4		Standard 7	
	Female	Male	Female	Male
Chichewa	24	23	43	44
English	13	13	20	22
Life skills	20	19	19	23
Mathematics	19	20	20	22
Total	19	19	25	28

Source: Ministry of Education (2021) *Monitoring Learning Achievement (MLA) Survey 2021*. Ministry of Education, Malawi.

The MLA reported determinants of learning outcomes in Standard 4 and Standard 7. Factors which generally showed significant relationships to learning outcomes in Standard 4 and Standard 7 included the location of the school (rural/urban), education attainment of the head teacher, special leadership training of the head teacher, the head teacher having teaching responsibilities, presence of tap water, presence of electricity, and community involvement. Teaching-related factors included teacher qualifications, length of teaching experience, in-service training opportunities, gender of the teacher, number of learners in a class, frequency of tests, availability of teachers' guides, availability of textbooks, number of periods taught by a teacher for the subject being considered, remedial lessons/homework, head teacher support to the teacher, and distances to school for the learner.

The prevalence of large class sizes in Malawi poses significant challenges to the quality of education and learning outcomes. The EMIS data for 2024 gives 66% of primary schools having pupil to permanent classroom ratios (PpCR) above 90 in lower primary schools and 45% of schools have a pupil to qualified teacher ratios (PqTR) above 90 in lower primary. Large class sizes make it difficult for teachers to provide individualized attention to each student. With so many pupils to manage, teachers may struggle to address the diverse learning needs and abilities of students, resulting in students being overlooked or left behind academically. These large class sizes may also contribute to high numbers of repetition and drop out.

The issue of teacher distribution presents a significant challenge in Malawi, especially considering the substantial increase in student enrolment since the implementation of free primary education in 1994. The country has grappled with the effective deployment of post-primary school teachers to areas where their presence is most crucial. The pupil-teacher ratios (PTRs), which signify the number of students per teacher in a school, vary significantly across districts, zones, and even within zones among different schools. This disparity often results in acute shortages of teachers in certain schools while others have an excess.

A study in Malawi demonstrated that the persistence of severe PTR disparities reflects the impact of significant influence within the teacher management system by teachers' interests (Asim et al, 2019). Specifically, poor quality of administrative data in Malawi – which is incomplete, out-of-date, and inconsistent between multiple databases – undermines efforts to appropriately allocate teachers by preventing the development of policies to adequately target teacher deployments to schools in need, and reducing the ability of public officials to resist pressure from teachers to be deployed to well-staffed schools in well-connected areas.

Consultations with stakeholders for this Partnership Compact also indicate a need to improve incentives for teachers (housing, transportation, career development) to encourage better deployment of teachers in more challenging contexts, and issues such as teachers not being equitably deployed, retrained and on task.

In response to these bottlenecks to equitable teacher deployment, the Partnership Compact proposes key interventions that align with the Primary School Teacher Management Strategy, including (these correspond to Inputs 3.1.1 and 3.1.2 in the Theory of Change):

- a) Developing and operationalizing a digitalized system to streamline data collection, analysis, and decision-making processes, facilitating better teacher deployment and resource allocation. This will build on the work done under the Malawi Education Reform Project (MERP) which involves developing and operationalising district action plans for the rationalization of the distribution of female teachers.
- b) Introducing the Reformed Hardship Support Scheme to teachers working in remote or hardship areas, aiming to attract and retain educators in these challenging environments (this is a component of the MERP and will be expanded/supported under the Partnership Compact).
- c) Offering a professional allowance for specialist teachers to attract qualified professionals and ensure the availability of expertise.
- d) Providing transportation support, such as motorcycles / push bikes, for itinerant specialist teachers can facilitate their mobility and enable them to reach remote or underserved areas more efficiently.
- e) Constructing Housing: Providing housing (typically semi-detached) for female teachers to address accommodation challenges, particularly in rural areas, and improve teacher retention by offering comfortable living arrangements. The MERP supported district action plans also support the housing for female teachers.

According to the 2019 Education Sector Analysis for Malawi, it is crucial for learners to successfully complete their entire educational journey and do so on time. Those who drop out, repeat grades, or fail exams often miss out on the full benefits of education, resulting in a significant decrease in their economic potential. Although primary enrolment has increased over the years, Net Enrolment Rate (NER) for primary school is at 91% (93% for girls and 88% for boys) which reflects a proportion of official school age children who are not accessing primary education. Gross Enrolment Rate (GER) for primary school is at 128% (130.4% for girls and 125.6% for boys), reflecting the continued presence of over and under-aged learners in the subsector.

The EMIS (2023) reports the primary school completion rate at 48% (50% for girls and 46% for boys), while the transition rate to secondary school is 47.2% (47.0% for girls and 47.4% for boys), still below the NESIP target of 60%. Dropout rates in 2023 are at 4% for both girls and boys, primarily due to poverty, family responsibilities, and truancy. Repetition rates have been on the rise since 2021, with the highest rates in Standard 1 (36.4%), gradually decreasing to 17.6% in Standard 8. This cycle of repetition places additional strain on the education system to accommodate continuing learners and those needing remedial support, ultimately leading to increased dropout rates and lower completion rates. Repetition is often associated with factors like lack



of school readiness, student absenteeism, poor learning outcomes, and inadequate support for teachers to address diverse learner needs.

Considering the above statistics and analysis, the Partnership Compact proposes several interventions, including community and family engagement to encourage timely enrolment and retention of children in schools. The focus on teacher quality and support also helps enhance the progression and timely completion of learners in primary education. A review of the primary curriculum is important as a well-designed and robust curriculum not only enhances the learning experience but also motivates and engages students, thereby increasing their likelihood of staying in school and completing their education. To improve foundational learning, effective and impactful FLN programmes/strategies including teaching and learning materials (both physical and digital) and teacher training on formative classroom assessment and inclusive pedagogy will be institutionalised. In addition, the Partnership Compact recognizes the need to support the learning of children with diverse needs. The EMIS (2023) reported that there were 482,348 vulnerable learners mostly concentrated in the lower grades and 289,958 orphans in primary school. Around 3.1% of enrolled learners in 2023 were special needs learners. This number has been growing at an average of 3% a year since 2019. The Malawi Census of 2018 reported the prevalence of disability in the population to be 9.7% for females and 10.4% for males. The Theory of Change outlines several interventions to support the learning of children with disabilities, including teacher training, home-based education to reach children with severe disabilities, and inclusive infrastructure and teaching and learning materials.

## **2.4 Education System Capacity, Governance and Accountability to support Inclusive Education Transformation**

Strengthening the capacity, governance and accountability of the entire education system is essential for improving foundational learning as it addresses multiple interconnected factors that impact students' educational experiences and outcomes. Systemic reforms can create a supportive ecosystem that empowers students to develop strong foundational skills essential for lifelong learning and success.

The Enabling Factors Analysis, completed in April 2023, reviewed components of the education System in Malawi, including data and evidence; gender-responsive sector planning, policy, and monitoring; sector coordination; and volume, equity, and efficiency of domestic education financing. The review highlighted the need for a Malawi learning assessment system, the fragmentation of data on education and the limited use of the data at district and school level to inform the planning and decision making, challenges with implementing strategies and plans and mainstreaming gender in activities, coordination at decentralised levels, execution rates of external financing, and significant problems with efficiency and equity. Further details on this are given in Chapter 3.

The Enabling Factors Analysis highlighted the inequitable resourcing of schools, with teacher allocation being one major issue. Despite improvements in the distribution of



teachers between schools in recent years, there remain significant inequities in pupil-teacher ratios (PTRs) among public primary schools in Malawi, particularly between those in remote areas and those close to trading centres. The Government of Malawi through the Governance to Enabling Service Delivery (GESD) programme as well as the Malawi Education Reform Program (MERP) are targeting these areas but there is need for more support.

Several efforts are also being taken by MoE to improve efficiency and equitable financing of districts and schools through the GESD and MERP programmes. However, accountability remains low particularly on foundational learning at all levels (school, district and national levels) and there is a need for better inter-ministerial and cross sectoral collaboration.

Improvements in efficiency, equity, and effectiveness of financing will require a high-quality system of data underpinning accountability. While Malawi already has a functional EMIS, there is much room for improvement. Malawi recognises the need for improving its data system even more to allow, for example, frequent tracking of foundational learning assessments at the school and district level. Frequently tracking progress and using those data for adjusting practices and policies is a powerful mechanism to ensure mutual accountability and Malawi is committed to leveraging existing national programmes and interventions to do this.

## 2.5 Relevance of the Priority Reform to Advancing Gender Equity

Despite the progress in enrolment, female learning outcomes are lower than that of boys (Table 2). The draft Malawi Longitudinal School Survey Baseline Report showed that girls fall behind boys in learning by Grade 4. This learning gap sets girls up for failure and contributes to the higher rates of dropout in upper primary, and lower rates of completion, for girls (although the gender gap in completion has improved in recent years). Schools where girls are most behind boys tend to be those where the headteacher is least aware of the gap. By contrast, schools where girls outperform expectations are those where headteachers and communities actively support female learners.

According to the EMIS (2023), the numbers of girls in schools is higher in every standard except in Standards 1 and 2, and the percentage of girls (47.0%) transitioning to secondary school is slightly less than boys (47.4%). However, only 20.6% of girls complete secondary education compared to 24% of boys. The Gender Parity Indices for Forms 1 to 4 show a decrease from Form 2 (1.01) to Form 3 (0.95) and then Form 4 (0.92).

Female teachers are important in enhancing girls' academic performance (Gordon *et al.*, 2019) and promoting continued participation and retention of girls in school (World Bank, 2016). Although the percentage of female teachers is 45% of the workforce in primary education, the distribution of these teachers is clustered around trading centers resulting in other schools having ratios of one female teacher for every 97 girls (EMIS 2017/18 quoted in World Bank, 2021) and 12% of schools having no female

teachers (World Bank, 2021). The extreme concentration of female teachers in schools close to trading centers deepens the challenge as girls lack role models.

A dedicated unit was established within the MoE to coordinate gender-responsive programming and enhance improvements in girls' access and participation in education. However, it has been very challenging to improve the survival rates of girls due to the high dropout and repetition rates. While the sector has a Readmission Policy in place, which encourages learners who drop out for any reason to go back to school, implementation is limited considering deeply held cultural practices like child marriage. With the expiration of the National Girls Education Strategy (NGES) in 2023, the MoE has taken proactive measures to ensure that the future of girls' education remains a priority. The Ministry has planned to conduct a comprehensive gender audit to inform the development of a successor Girls Education Strategy. This important initiative will provide in-depth evaluation of the status of girls' education in the country and will inform the development of targeted, evidence-based interventions to address any gaps and challenges. The government has demonstrated its commitment to this initiative by allocating necessary funding in the upcoming financial year.

Given the gender equity challenges in education in Malawi, the Partnership Compact will adopt a gender-responsive approach and aims to broaden learning access while acknowledging and tackling the distinct hurdles that girls may encounter. It's crucial to provide targeted support and interventions to overcome specific barriers that hinder girls from continuing their education. This tailored approach ensures their retention and success, addressing issues like early marriage, pregnancy, caregiving responsibilities, lack of access to menstrual hygiene management, transportation challenges, and socio-economic constraints. Engaging parents, caregivers, communities, and other stakeholders is essential for establishing support networks and advocating for girls' right to education. This involves raising awareness, challenging harmful practices, fostering positive attitudes towards girls' education, and mobilizing resources to enhance access to quality learning opportunities for girls. Such activities will be addressed in the Partnership Compact through increasing family and community support to education, developing and implementing systems for the safety and protection of children, and the training of teachers in gender-sensitive teaching methodologies and learner mentorship for female students in lower primary.

Integrating a gender-transformative perspective into foundational learning also necessitates ensuring sufficient representation of female teachers to effectively support girls' education. These teachers act as role models and mentors, creating safe and supportive spaces for girls while promoting gender-responsive teaching practices.

### 3. Analysis of Enabling Factors

In April 2023, The Ministry of Education (MoE) completed the analysis of the four enabling factors identified by GPE which are needed for system transformation to take place. The analysis covered the four areas of: data and evidence; gender-responsive sector planning, policy, and monitoring; sector coordination; and volume, equity, and efficiency of domestic public expenditure on education. Each of these factors are rated as either Low (will benefit from minor adjustments to accelerate progress), Medium (the area will significantly hinder progress unless identified issues are addressed), and High (significant reform is needed to address the identified issues otherwise progress on the identified policy priority will be impossible or extremely unlikely).

#### 3.1 Data and Evidence (Medium Priority)

Malawi produces annual Education Statistics Reports based on the Education Management Information System (EMIS). However, these reports are not widely disseminated, nor findings used to improve policy and practices. A web-based system for the EMIS, developed with the support of UNICEF, is functional at the national, district and school level, but its use is impeded by limitations of offline functionality. The World Bank and other partners via a re-activated EMIS Task Team is supporting the MoE to enhance the functionality of EMIS and improve the use of data for better education policy-making and programming.

Malawi does not have a standardised system for monitoring and ensuring accountability to improve foundational learning outcomes except for the Malawi National Examinations Board at Standard 8. UNICEF supported the completion of a National Learning Assessment Framework although the MoE has yet to endorse it for dissemination and use. A functional review of assessment in foundational learning is currently ongoing which will be used to inform the MoE on institutionalizing cost-effective, locally relevant, well-aligned, and high quality-assessment activities that can be used at the school, district, and national levels in a coherent way.

The ITAP report classifies Data and Evidence as **Medium Priority**, and highlights the fragmentation of the available data, the lack of a functioning learning assessment system, the limited internal data use, and the limited sharing of reports. The availability of district and school-level reports offer promising potential for building capacity for data use in planning. The System Capacity Grant (SCG) will be used to strengthen and institutionalise the use of data for mutual accountability for functional numeracy and literacy and monitoring systems for equitable distribution of teachers.

#### 3.2 Gender-responsive Sector Planning, Policy and Monitoring (Medium Priority)

The education sector in Malawi is guided by international and regional policies (especially the Sustainable Development Goals, and the Continental Education

Strategy for Africa 2016-2025), and national policies (the Government of Malawi Constitution and the Malawi Growth Development Strategy III).

The Malawian Education Act of 2013 mandates compulsory basic education. However, this has not been fully implemented. The policy framework in place for free primary education covers Standard 1 to 8. For secondary education (Forms 1 to 4), the policy framework only covers exemption from tuition fees. The Ministry of Gender, Community Development and Social Welfare (MoGCDSW) is currently reviewing its 2017 Early Childhood Development (ECD) Policy to address emerging issues in early childhood education.

The current National Education Sector Investment Plan (NESIP) 2020-2030 is comprehensive with clear costed strategies. There is a five-year high-level implementation plan; however, there are no detailed annual costed action plans that link priorities to resources. The lack of resources for implementing the NESIP at the district level will hinder the progress in the implementation of the NESIP.

The National Girls Education Strategy 2018-2023 (NGES) guides the implementation and monitoring of programs and activities. This strategy is not specifically reported against or mentioned in the NESIP and the last three Education Sector Performance Reviews. With new and emerging gender issues, there is an urgent need to mainstream and examine all education activities and indicators with a gender lens. As Malawi ranks 173 out of 188 on the UN's Gender Inequality Index and has the eight highest child marriage rate in the world, there are particularly strong linkages with Malawi's ability to keep girls in school and the country's ability to curb child marriage rates and empower girls to participate more fully in society to contribute to the government's economic vision. The SCG will be used to establish a robust education research programme to provide an evidence base to scale up programmes on foundational, and will include a gender audit.

Gender-responsive Sector Planning, Policy and Monitoring has been ranked at **Medium Priority**. Progress has been made, as reported in the last three annual Education Sector Performance Reports (ESPR), however challenges and barriers remain in relation to girls' and boys' access to education.

### 3.3 Sector Coordination

#### 3.3.1 Inclusive Sector Dialogue and Coordinated Action (Low Priority)

Malawi has well established education sector coordination mechanisms, which include the Sector Wide Approach (SWAp) Secretariat, the Sector Working Group (SWG) with associated Technical Working Groups (TWG), the Local Education Group and the Education Cluster. The SWAp Secretariat has overall responsibility for sector coordination and engagement with other sectors, and the Education Sector Steering Committee provides strategic guidance. Joint Sector Reviews are carried out annually to assess progress, identify challenges and make recommendations for improving service delivery in the education sector.

Coordination mechanisms are well defined and structured at the central level. However, there is a need to establish coordination structures at the Education Division and District levels to ensure that activities at the district level are aligned with the overall sector plan and priorities, and improve the flow of information between the different levels. The strengthening of coordination mechanisms, including government-led partnerships, inter-ministerial and inter-sectoral platforms for coordination, and accountability at all levels (including districts) will be strengthened under the SCG.

As the coordination structures have clear mandates, are inclusive in nature and meet regularly, this enabling factor is classified as **Low Priority**.

### **3.3.2 Coordinated Financing and Funding (Low Priority)**

Donor funding is provided through two routes: through individual projects and through the Education Sector Joint Fund (ESJF). The Ministry of Education (MoE), together with education Development Partners (DPs), established the Education Services Joint Fund (ESJF) in 2017. The ESJF is a funding mechanism designed to receive funding from multiple DPs and uses the Government systems such as planning, budgeting, procurement, and reporting but maintains a parallel funding flow with strong fiduciary and procurement oversight and controls. It is designed to ensure an efficient and secure channel of DP funds to approved government budget lines or activities, reduce fragmentation of DP support, and strengthen Government fiduciary and procurement systems. The ESJF has so far facilitated the MoE in mobilizing over US\$ 70 million and currently Royal Norwegian Embassy (RNE), UNICEF and KFW are partners. The Government is committed to strengthen this funding modality. In 2022, a functional assessment of the ESJF was completed and findings from this assessment are currently being used by the Ministry and the current fiduciary agent to make improvements and build capacity of MoE personnel. The fiduciary agent has also reviewed the financial and procurement manuals of MoE and is working with MoE to address the gaps. Discussions are also ongoing to expand the current pool of ESJF development partners. Regardless of the funding route, all funding supports the key priorities of the NESIP (2020 - 2030).

Despite the ITAP report noting that the execution rate of external financing is only around 50% in 2021/2022, this enabling factor was rated as **Low priority**.

## **3.4 Volume, Equity and Efficiency of Domestic Public Expenditure on Education (High Priority)**

The education sector gets the largest share of the national budget. The allocation to the education sector has averaged 16% as a share of total government expenditure (TGE) since 2019/20. (UNICEF 2023). There is little fiscal space for the percentage of the budget allocated to education being increased.

Education resources are inequitably distributed to districts as the district population profiles are not considered when allocating funds to districts. The best funded districts receive 25 times more per capita than the worst funded districts. The most understaffed schools have PTRs five times higher than the best staffed schools. There are inequitable learning outcomes between and within schools. Remote schools face significant challenges due to their location, lack of electricity and water, and less experienced teachers, which results in worse learning outcomes. There are inequitable learning outcomes between girls and boys in upper primary resulting in inequitable enrolments. Projected impacts of climate change, including the increased frequency and intensity of extreme weather events, is expected to further exacerbate inequitable education outcomes due to foreseen increased frequency of school closures, destruction of education sector infrastructure, reduced access to education, and direct and indirect health impacts.

Poor efficiency of the education sector is reflected in the high rates of dropouts (4% for girls and 4% for boys), high repetition rates, and low primary completion rates (50% for girls and 46% for boys) (EMIS, 2023). The 2015 MLA showed poor performance by students in all the four subjects tested at Standard 4 and Standard 7, with most learners not meeting the minimum proficiency levels.

Due to the difficulties in increasing the overall share of the national budget to education (Malawi already spends over 5% of GDP on education and allocates 23% of the national budget), inequitable distribution of education resource, and the inefficiencies in the education system, the ITAP rated this enabling factor as **High priority**. The SCG will be used to address issues of equity and efficiency as follows:

- Develop and implement a teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Primary School Teacher Management Strategy. The system will analyse, at the start of each academic year and/or whenever new teachers are deployed, the status of teachers' deployment in all schools in each of the thirty-four districts.
- In collaboration with the DHRM and Ministry of Local Government, undertake a payroll audit to identify teacher staffing status and gaps.

### **3.4.1 Top up Triggers to Address the Domestic Public Expenditure on Education Enabling Factor**

Due to the **High** Priority rating of Volume, Equity and Efficiency of Domestic Public Expenditure, there will be a retention of 20% of the System Transformation Grant (STG). To trigger the release of these funds for programming at the midterm of the Partnership Compact, targets or triggers will need to be met. The triggers proposed for unlocking the 20% of the funds initially withheld are related to strengthening the capacity of the system, as per the tables below.

Table 3. Trigger 1 for the release of the top-up allocation

<b>Trigger 1: Reduction of National Aggregate Deviation of the Primary Pupil Teacher Ratio (PTR) to ensure equitable deployment of teachers.</b>	
<b>Definition</b>	<p>Nationwide, there is less inequality in how teachers are distributed across public primary schools.</p> <p>Less inequality is defined as a national-level reduction of the Aggregate Deviation<sup>1</sup>, a score that shows how far each school's PTR is from the national policy target<sup>2</sup>. It is calculated by finding the difference between the actual PTR and the desired PTR for each school. Then, we add up these differences and divide by the total number of schools to get the Mean Deviation. This gives an average measure of how much schools are deviating from the target and will focus on public primary schools.</p>
<b>Background</b>	<p>Inequitable deployment of teachers was identified as a key bottleneck constraint in MERP and in the enabling factors analysis. This is closely linked to efficient and equitable education financing, because teacher salaries represent 85% of the recurrent domestic costs in basic education (EMIS 2023). Yet the current inequitable distribution implies that this key resource is inequitably and inefficiently used: there are too many teachers in urban areas and too few teachers in the disadvantaged rural areas, particularly remote areas. The MLSS report makes a strong case that this generates two very different experiences of education for children in the more urban areas and children in the more remote areas. According to EMIS (2023), the highest school PTR on record was reported at 287:1 in the most remote category "A", and the least PTR is reported at 6:1 in the least remote category "C"<sup>3</sup>. Further, over 70% of schools in the most remote category, have a PTR above 60:1 and about 61% of schools in the least remote category have PTR above 60:1. Studies within World Bank's Governance to Enable Service Delivery (GESD) have identified some political economy driven issues that hamper the success of teacher redeployment and management.</p> <ul style="list-style-type: none"> <li>• The schools located in remote, hard to reach and hard to stay areas need a teacher per class and head teacher despite the low enrolment. Hence Pupil Teacher Ratio is not the only means of determining equitable deployment of teachers.</li> <li>• There are teachers that are not teaching in the schools where they are deployed yet the Head Teachers encounter challenges to discipline them.</li> <li>• Due to the zeal to attain better standard 8 results, the schools tend to allocate qualified teachers more in upper grades than the lower foundation grades which have the largest enrolments.</li> </ul> <p>To address these issues, MOE updated the Primary School Teacher Management Strategy and Guidelines (2023-2028) to facilitate deployment of teachers and ensure teachers are deployed to schools and classes with high PTRs. District Education Offices are responsible for deployment and redeployment of teachers within a district. However, even though the PTR has declined over the years, primarily due to recruitment, the circular directives on</p>

<sup>1</sup> The Aggregate Deviation is a constructed Index that would be computed as follows: Deviation = |Actual PTR - Target PTR| i.e., for each school. Subsequently, we can calculate the Mean Deviation = (Σ Deviation) / Number of Schools, which can provide an overall direction of the magnitude of the deviations from the target.

<sup>2</sup> The National Policy target is 60 students per teacher. There will be a small amount of small schools that will naturally have a low PTR if they keep one teacher per grade. An audit is needed to understand how many these schools are (to be included in the planned payroll audit under SCG). If just a few, these schools are unlikely to make a big difference in the overall calculations. If many, then the national policy will be personalised to each school and defined as either the PTR of 60 or the existing PTR if the PTR is less than 60 and the school has one teacher per class.

<sup>3</sup> The remoteness categorization of schools was devised during 2018 and included in the Teacher Management Strategy 2018-2023. It is currently used as part of the formula for the Primary School Improvement Grants (PSIG) and is expected to underpin the Hardship Support Scheme. The categorization classifies schools by remoteness, defined using a formula which includes the facilities available the school, the distance from the school to the nearest trading centre and the amenities available at the trading centre. The three major categories are: Category A – Most remote, Category B – Remote, and Category C – Not Remote.



	<p>deployment have not yet been fully implemented resulting in extreme variations of the PTR across the schools. MoE therefore commits to continue raising awareness and enforcing the Primary School Teacher Management Strategy and Guidelines implementation.</p> <p>Utilizing the GPE System Capacity Grant, MoE will undertake the following interventions to further address the prevailing challenges:</p> <ul style="list-style-type: none"> <li>• Develop and implement a teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Primary School Teacher Management Strategy. The system will analyse the status of the teachers' deployment in all public primary schools in each of the thirty-four districts at the start of each academic year and/or whenever new teachers are deployed.</li> <li>• In collaboration with the DHRM and Ministry of Local Government, the MoE will undertake a primary school teachers payroll audit to identify teacher staffing status and gaps.</li> </ul> <p>The MoE will work in collaboration with the Ministry of Local Government through the GESD project (2020-2025), which is supporting the Government of Malawi (GoM), to implement a results-based approach to governance reform that is embedded in mainstream systems and procedures at each level of government. It comprises a set of interlocking components to address governance bottlenecks to basic service delivery at the national and local levels, focusing on the institutions and systems that are responsible for these services and by reinforcing sector results through institutional incentives. At its foundation, is the introduction of Performance Based Grant (PBG) which has the potential to significantly increase the discretionary development funds available to district councils to invest in service delivery – but tied to the annual achievement of results through a Local Annual Performance Assessment (LAPA). Government is in the process of developing a successor GESD 2.0, with the primary objective of further institutionalizing and harmonizing the PBG with GoM financing systems, to tackle the needs to reform and deepen the resourcing devoted to 'recurrent budget heavy' services, including education and health.</p>
<p><b>Description</b></p>	<p>The policy objective of Government is to achieve equality in PTRs, therefore the expected outcome is to see these deviations decrease. Ultimately Government would like to get all public primary schools closer to the ideal PTR, which is 60 learners for every teacher. So, if the deviation is shrinking (moving towards zero), it means teachers are less inequitably distributed and schools which had a PTR that was too low (too many teachers in that school) had increased their PTR to move towards the national average, while schools that had a PTR that was too high have received the redeployed teachers and have reduced their PTR to get closer to the national average.</p> <p>This trigger incentivizes national level and districts to redistribute the teachers more equitably and to retain teachers in understaffed schools, and it incentivizes the national level to enforce more monitoring and accountability around equitable teacher redeployment results.</p> <p>The Trigger comprises two targets.</p> <ol style="list-style-type: none"> <li>i. The development of the teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Primary School Teacher Management Strategy.</li> <li>ii. The reduction in the national aggregate deviation of the Pupil Teacher Ratio . Reducing PTR has been a big challenge to the Sector, it is expected that through the planned efforts, there will be some improvement. It is in this context that any reduction in the deviation will be a great achievement and in the right direction.</li> </ol>



	<p>GPE shall disburse the funds at the Mid-Term Review once these targets are met. Upon receipt of the funds, and as part of the grant program, the National level shall disburse a portion of the funds to District Education Offices (DEOs) based on how equitably the districts have managed to redeploy teachers within their districts and reduced the standard deviation around their mean. This is because decentralization implies that district managers are the ones responsible for redeploying teachers equitably within their district. Districts have no control over the overall number of teachers in their district, but they do have control over how equitably these teachers are distributed in the district. This is why districts will be rewarded if they manage to reduce the standard deviation around their district mean PTR. The district with the largest reduction will receive the largest share of the amount, the second district the second largest amount etc. Districts which have not reduced the variation will not receive any funding. The funds disbursed to districts would be earmarked to address challenges related to teacher redeployment, such as construction of teacher houses.</p> <p>Specific actions will be monitored at the district and school level to ensure progressive improvements in districts' compliance.</p>
<b>Means of Verification</b>	<ul style="list-style-type: none"> <li>• Annual Education Statistical Bulletins (EMIS). EMIS annual data is available every year in October.</li> <li>• Periodic M&amp;E reports on compliance to deployment schedule</li> <li>• Independent Third-Party Verification (in collaboration with GESD) through school survey representative at the national level</li> </ul>
<b>Baseline year and value</b>	<p>No teacher deployment monitoring and reporting system in place.</p> <p>The national aggregate deviation 2022/23 school year (baseline) is 21.07.<sup>4</sup></p>
<b>Target and Year</b>	<p>Teacher deployment monitoring and reporting system developed and operational October 2025.</p> <p>Reduced deviation (EMIS 2025/26 School Year - October 2026 bulletin)</p>
<b>Key Strategic Actions</b>	<p>This trigger incentivizes national level and districts to redistribute the teachers more equitably and to retain teachers in understaffed schools, and it incentivizes the national level to enforce more monitoring and accountability around equitable teacher redeployment results.</p> <p>MoE will develop and implement a teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Primary School Teacher</p>

<sup>4</sup> **Step 1:** Calculate the difference between the Actual PTRs and the Policy PTR. For the negative values, we take the absolute value, represented by the following notation e.g. Then we add up all these absolute differences.

$$\sum_{i=1}^n |x_i - \varphi| = 123,224.28 \dots\dots\dots(1)$$

Where  $x_i$  is the actual PTR for observation  $i$   
 $\varphi$  is the policy target PTR of 60:1  
 $n$  is the total number of observations, which is 5,850  
 $|-6| = 6$ . represent the mathematical notation for absolute values, to transform negative differences to positive ones.

**Step 2:** Divide the sum of the differences by the total number of schools to get the Mean Deviation.

$$\frac{1}{n} \sum_{i=1}^n |x_i - \varphi| = \frac{123,224.22}{5,850} \dots\dots\dots(2)$$

$$\frac{1}{n} \sum_{i=1}^n |x_i - \varphi| = 21.07 \dots\dots\dots(3)$$

Note. This value will be for public primary schools, and uses all the teachers on the payroll (regardless of qualification). A sample of schools may be used and final value for total number of schools may change at the time of data collection.

	<p>Management Strategy. The system will analyse status of teachers' deployment in all schools in each of the thirty-four districts, at the start of each academic year and/or whenever new teachers are deployed</p> <p>This trigger will also complement the GESD PBG financing linked to the LAPA which is focused on the following performance indicators at the district level to incentive the districts performance:</p> <ol style="list-style-type: none"> <li>1. Teachers' deployment across schools in a district according to need: Evidence that the district council deployed/distributed teachers on the district payroll across schools in the district according to need as per guidance in the Primary School Teacher Management Strategy. This shall include evidence that the District has maintained an up to-date and complete teacher deployment schedule/list.</li> <li>2. Teachers are teaching in the schools where they are deployed: Evidence that teachers are teaching in the schools where they are deployed.</li> <li>3. Qualified Teachers are deployed according to guidelines within a school between lower and upper grades: If in the schools with more than one teacher per class, additional teachers are deployed to the lower foundation grades which have the largest enrollments.</li> </ol> <p>By implementing the LAPA indicators district councils will improve their equitable distribution of teachers directly contributing to the reduction of the national aggregate deviation PTR. It is also expected that councils will be motivated to implement the LAPA targets as they anticipate education earmarked additional funding based on their performance, once the national trigger is met. MoE in collaboration with the GESD programme will undertake a communications campaign to raise awareness on the trigger.</p>
<b>Proposed top-up allocation</b>	<p>20% (2.372 million Dollars) - Development of the teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Primary School Teacher Management Strategy</p> <p>30% (4.08 Million Dollars) – Reduced deviation</p>
<b>Proposed trigger date</b>	April 30, 2027

*Table 4. Trigger 2 for the release of the top-up allocation*

<b>Trigger 2: Implement ORT allocation to all education districts based on the revised formula that aligns with demographic profiles</b>	
<b>Definition</b>	This metric assesses how much each education district is allocated Other Recurring Transactions (ORT) funding for primary education in accordance with an updated formula that takes demographic factors into account. It evaluates the application of the updated formula in each district, making certain, among other things, that resource distribution corresponds to the school enrolment, the number of schools, and school remoteness.
<b>Background</b>	<p>Significant differences exist in ORT<sup>5</sup> allocations for primary schools between districts in Malawi, as the UNICEF 2022/2023 Education Budget Brief points out. This discrepancy stems from a formula that has to be revised in order to improve equity, as well as issues with transparency in its implementation.</p> <p>A crucial component of this reform agenda is updating the mechanism that controls ORT funding and allocation. There are already glaring disparities in</p>

<sup>5</sup> Other Recurring Transactions (ORT) are payments of expenses that happen regularly, typically on a scheduled basis. They can encompass any regular financial obligations or services paid for on a regular basis. Examples include salaries and utilities (e.g. regular bills for electricity, water, gas or Internet).

	<p>per capita spending since the allocation of resources does not take district demographic profiles into consideration. For example, as the ITAP report points out, the district that is best served gets twenty-five times more funding than the district that is poorest served.</p> <p>Besides the ORT formula, some challenges in utilisation of the ORT exist including in some cases, District Councils: (i) do not plan and budget for Education ORT for the implementation of priority decentralised actions customised to their specific needs; (ii) do not report on how they have used the Education ORT and whether the implementation of the activities contributes to the attainment of the strategic outcomes stipulated in the National Education Sector Investment Plan (NESIP); and (iii) 'borrow' and not spend some of the Education ORT on activities budgeted in the education sector.</p> <p>MoE monitoring compliance to the Guidelines will ensure that the Councils efficiently and effectively spend the allocated ORT and contribute to the attainment of the NESIP strategic outcomes as well as the First 10 – Year Implementation Plan (MIP-1) 2021 – 2030.</p> <p>The MoE will work in collaboration with Ministry of Local Government through the World Bank's Governance to Enable Service Delivery (GESD) project (2020-2025) which is supporting the Government of Malawi (GoM) to implement a results-based approach to governance reform that is embedded in mainstream systems and procedures at each level of government. It comprises a set of interlocking components to address governance bottlenecks to basic service delivery at the national and local levels, focusing on the institutions and systems that are responsible for these services and by reinforcing sector results through institutional incentives. At its foundation, is the introduction of a Performance Based Grant (PBG) which has the potential to significantly increase the discretionary development funds available to LAs to invest in service delivery – but tied to the annual achievement of results through a Local Annual Performance Assessment (LAPA). Government is in the process of developing a successor GESD 2.0, with the primary objective of further institutionalizing and harmonizing the PBG with GoM financing systems, to tackle the needs to reform and deepen the resourcing devoted to 'recurrent budget heavy' services, including education and health.</p>
<p><b>Description</b></p>	<p>The indicator aims to encourage the fair distribution of domestic education funding, acknowledging the Ministry of Education's influence over the financing of education, specifically in primary education. The indicator seeks to supplement the Ministry of Finance's efforts to increase the volume of domestic education financing by encouraging more equitable distribution methods.</p> <p>By having complementarity with the GESD programme, this Compact Trigger serves as a complementary incentive to education bottlenecks (but targeted at bottlenecks as the national level). It incentivises the co-production between national and local governments that is needed to achieve education service delivery results recognizing that the performance of District Councils alone is not sufficient to unblock the most persistent education bottlenecks.</p> <p>The Trigger comprises two targets.</p> <ol style="list-style-type: none"> <li>i. Government approved revision to the formula for computing ORT.</li> <li>ii. Parliament approved budget 2026/27 fiscal year based on the revised ORT Formula.</li> </ol> <p>GPE shall disburse the funds at the mid-year review once these targets are met. Upon receipt of the funds, and as part of the grant program, the National level shall disburse a portion of the funds to District Education Offices (DEOs)</p>

	based on their ORT LAPA performance. These funds would be earmarked to target understaffed schools in remote catchments towards teacher houses construction among others.
<b>Means of Verification</b>	<ul style="list-style-type: none"> <li>• Integrated Financial Management System (IFMS) cumulative expenditure report to Director of Education, Youth and Sports (DEYS)/Chief Education Officer (CEO) cost centres</li> <li>• NSO official population projections</li> <li>• Budget Tracking Expenditure Report</li> <li>• Independent Third-Party Verification (in collaboration with GESD)</li> </ul>
<b>Baseline Year and Value</b>	Non equitable ORT formula 2024/25 fiscal year
<b>Target Value and Year</b>	Approved equitable ORT formula cosigned by MoE, MoF and NLGFC, December 2024.  Parliament approved budget based on the revised ORT formula 2026/27 fiscal year.
<b>Key Strategic Actions</b>	<p>This indicator shall involve iterative processes at the MoE level including as below.</p> <ul style="list-style-type: none"> <li>• MoE revises the ORT formula in collaboration with National Local Government Finance Committee (NLGFC), the Ministry of Finance and Ministry of Local Government</li> <li>• MoE in collaboration with NLGFC, MoLG, communicates to the Districts on the revised formula and monitors the districts compliance</li> <li>• MoE in collaboration with NLGFC, MoLG, reviews the Education ORT reports produced by District Councils, identify issues, progressively refine the Education ORT budget, implementation and reporting Guidelines to ensure that LAs contribute to NESIP strategic outcomes.</li> </ul> <p>These interventions led by the Ministry of Education will complement interventions undertaken by the GESD programme at the district level which are focused on incentivising the Districts to properly use, report and account for the ORT to ensure that it contributes to the attainment of the strategic outcomes in the NESIP: (i) Evidence that the district Councils have produced ORT quarterly budget performance report on use of ORT as per the template in the ORT Guidelines; and (ii) Evidence of spending 100% of ORT received for intended/education purpose – as per budget. The GESD is in a better position because the District Councils are responsible for spending the ORT and, as the GESD incentives are strongest within the District Council, GESD can has a lot of leverage in ensuring proper management of financial resources for primary education services.</p>
<b>Proposed top-up allocation</b>	<p>20% - revised ORT formular and communication to districts (2.72 Million Dollars)</p> <p>30% - Parliament approved budget based on the revised ORT formula 2026/27 fiscal year (4.08 Million Dollars)</p>
<b>Proposed trigger date</b>	July 31,2026

## 4. Delivering Education System Transformation

### 4.1 Complementary Interventions

This Partnership Compact and the upcoming GPE investment has the potential to bring all the partners together under one well-articulated, system-level integrated programme to improve foundational learning. With MoE leadership and commitment in Foundational Learning, several partners have already been supporting Malawi with programmes that are either in all public primary schools or currently scaling up with national-scale ambition. The table below shows how these programmes have the potential to truly transform Foundational Learning if scaled up within a comprehensive framework, making the most of the potential synergies rather than working vertically.

*Table 5. Foundational Learning and Early Childhood Education Programmes*

Large or national Foundational Learning programmes	Funder / implementer	Background
Building Educational Foundations through Innovations and Technology (BEFIT)	JBJ Foundation / Imagine Worldwide, OneBillion	<p><b>Tablet-based learning programme.</b> The program take to scale an innovative, technology-based approach to supplement direct teacher instruction in public primary schools in Malawi. Teachers provide facilitation as children learn independently, as part of their regular classes, through learning software on dedicated tablets that can be used at both home and school with no need for the internet. The focus is on acquiring foundational literacy and numeracy skills, and children learn in their home language, Chichewa, in accordance with the national curriculum.</p> <p>The first phase, which ran from 2023 to 2024, has successfully rolled out the program to 500 schools in 18 districts in Malawi. The second phase will target an additional 500 schools in the remaining 16 districts, in addition to continued implementation support in the initial 500 schools; and this phase is the main focus of the GPE Multiplier. This program will also support preparatory activities for 1,000 schools to be launched in phase 3. The overall program targets all public primary schools across each of the 34 education districts and 550 zones in Malawi, reaching an estimated 3.9m Standard 1 to 4 children at 6200 schools, by 2029.</p>
Governance to Enable Service Delivery (GESD)	World Bank / FCDO (\$100m): MoLG implementing	<p><b>Pay for performance mechanism for Districts.</b> At this time, 15% of the funding for a district depends on District Education achieving education indicators. However, there is an incoming shift through the upcoming GESD 2.0 that will allow districts to receive more recurrent funding if they achieve education indicators. This is an opportunity to align National priorities to district goals and increase alignment in the system.</p>

Large or national Foundational Learning programmes	Funder / implementer	Background
Malawi Education Reform Program (MERP)	GPE and World Bank (total \$200m). World Bank Grant Agent / MoE implementing	<b>System-level:</b> large scale effort to construct cost-effective classrooms in the most overcrowded early classes, ensuring teachers in the lower classes through auxiliary teachers and teacher management interventions, school improvement grants top-up through a more equitable formula. Also scaled up a national assessment for foundational learning in S3 and S4, and School Leadership Program of training for headteachers and deputy headteachers. Finally, established girls' mentors and role models for those remote schools with no female teachers.
National Numeracy Programme (NRP)	FCDO / Cambridge Education (BMGF supporting through the EdTech Hub)	<b>Numeracy Std 1-4.</b> Since 2020; currently in 1,200 schools. Going into every school in S1 and S2 in Sept 2024 and in S3 and S4 in Sept 2025. Structured pedagogy with 1:1 workbooks.
National Reading Programme (NRP) NextGen	USAID / Chemonics	<b>Literacy Std 1-4:</b> NRP phonics-based structured pedagogy and TLMs for English and Chichewa were made available in all classrooms. In 2023 renewed effort to support all S1-S2 language teachers nationwide to implement improved pedagogy and use available TLMs. Also addressing capacity at national and decentralised levels, school management, parent/family engagement, inclusion of learners with disabilities and pre-primary.
Investing in Early Years for Growth and Productivity in Malawi Project	World Bank / MOGCDWSW implementing	<b>ECD:</b> Community-based nutrition and early stimulation interventions. Centre-based early learning, nutrition and health interventions (to improve the coverage and quality of pre-school education and reproductive, maternal and adolescent health services). Multi-sectoral coordination, capacity and system strengthening (for early learning interventions, early stimulation, nutrition, improving systems and service delivery and improving citizen engagement). Contingent emergency response component.

There are other ongoing investments on early childhood education, inclusive education, and gender-responsive education that are increasingly coming together (see Annex B). For instance, UNICEF is establishing inclusive education resource centres, supporting early screening and intervention, developing a safe schools framework, supporting CPD for teachers, improving remediation classes, and helping pre-primary expansion. Norway has been supporting wrap-around support for girls in 200 schools, as well as system-level strengthening in EMIS and financing and coordination. They are now planning to invest in supporting the implementation of remediation in Standards 3 and 4, and continuing to invest in gender-specific, evidence-based activities. Save the Children has been implementing inclusive education programmes with three five-year cycles of framework funding from NORAD: establishing Resource Centres, training teachers and providing assistive devices, and

also focusing on quality learning outcomes. Save the Children also has a remedial education project that utilises “teaching at the right level” (TaRL) methodology that has registered excellent results in addition to an inclusive ECD project that has been operating in close to 200 CBCCs in the northern districts.

Partners acknowledge that extreme poverty in Malawi and increasing food insecurity means that school feeding needs to remain a priority. Currently, around 30% of primary schools receive some school feeding. The European Union, whose main education investment is in secondary education, is investing at scale in schools in the home-grown school feeding model in primary and ECE schools through the World Food Programme (WFP), where schools receive a grant to buy food from local cooperatives to provide the children with a diverse diet. Norway is also supporting schools through the same model. Other partners, including Mary’s Meals and Nascent Solutions, are supporting 1.1 million children through centralised school feeding.

In construction, Kreditanstalt für Wiederaufbau (KfW) and Norway have supported climate-resilient schools through the ESJF. The World Bank/GPE model of community-built cost-effective classrooms is recognised as the best model to meet the enormous demand for classrooms.

Finally, the European Union is now planning a budget support programme that would directly address the problem of volume and efficiency of domestic financing.

The extent to which MoE can leverage these programmes to achieve true transformation will depend on how well these programmes are connected and institutionalized under strong Ministerial leadership on foundational learning. This Partnership Compact is a unique opportunity to do this.

## 4.2 Financing of the Policy Priority and the Enabling Conditions

This Partnership Compact outlines the vision for the activities that the MoE and education partners would like to pursue in the next 5 years to transform foundational learning for all girls and boys. There is already significant investment in this sector and the GPE upcoming grants would not be self-standing. The MoE is intending to apply for the System Transformation Grant and the Girls Education Accelerator and has recently secured approval for the GPE Multiplier Grant. There are currently three existing GPE grants (System Capacity Grant, MERP and the Climate Smart Education Systems Initiative) and one just-ended grant (the COVID-19 Accelerated Grant).

### **Malawi Education Sector Improvement Project (US\$45 Million) – *completed grant***

The previous Education Sector Project Implementation Grant (ESPIG), the Malawi Education Sector Improvement Project (MESIP), ran from December 2016 to June 2021. The Grant Agent (GA) was the World Bank. The purpose of the grant was to

improve the equity and quality of primary education service delivery in early grade levels with an emphasis on improved accountability and functioning at the school level. The project components included a package of interconnected interventions in eight disadvantaged districts of Malawi, including supplementary school grants, classroom construction, and results-based finance for improvements in outcomes; as well as school leadership training for headteachers and deputy headteachers.

### **COVID-19 Accelerated Grant (US\$10 Million) – *completed grant***

The COVID-19 Accelerated Grant ran from January 2020 to November 2021. The GA was UNICEF. The purpose of the grant was to mitigate the impact of the COVID-19 pandemic through ensuring that teaching and learning continued through innovative solutions and creating an enabling environment in communities. The response measures included: developing and implementing distance and continuous learning materials and programmes; ensuring the children and parents at home and the community at large have adequate information on safety and hygiene behaviour; ensuring that teachers and caregivers are well prepared to provide learning support to children; ensuring learners safety, protection and wellbeing during lockdowns and after schools reopen; preparing schools and centres to provide catchup support to children once they are back in schools; and improving capacity to effectively coordinate and monitor implementation of response and recovery activities at national and sub-national levels.

### **Malawi Education Reform Program – *ongoing grant***

The Malawi Education Reform Program (MERP) runs from August 2021 to December 2025, and has a total financing of US\$210.47 Million of which US\$56.5 Million comes from GPE (US\$8 Million from the Multiplier and US\$48.5 Million from the Education Sector Project Implementation Grant). The project aligns to the NESIP and focuses on basic education. The project objective of MERP is to improve learning environments for students in lower primary in Government schools. The MERP has the following components:

1. Expanding and Reforming Primary School Improvement Grants;
2. Improved Learning Environments in Lower Primary to Support Learning Recovery after COVID-19;
3. Supporting Girls' Learning;
4. School Leadership Programme;
5. Project Coordination and Capacity Building; and
6. Contingent Emergency Response.

### **System Capacity Grant (US\$3.7 Million) – *ongoing grant***

Malawi received part of its Systems Capacity grant to the tune of US\$ 250,000 of the allocated US\$ 3.7 million to support Joint Sector reviews for 4 years, the development of the Partnership Compact and the review and streamlining of education coordination structures. The System Capacity Grant runs from January 2023 to May 2027, and the GA for the System Capacity Grant (SCG) is UNICEF for Phase 1 of the grant. Other activities to be supported under subsequent phases of this grant are those identified in the ITAP report: Strengthen and institutionalise the use of data for functional



numeracy and literacy and monitoring systems for equitable distribution of teachers; Develop a robust education research programme that provides an evidence base to scale up foundational learning programmes including a gender audit; Strengthen coordination mechanisms, including government-led partnerships, inter-ministerial and inter-sectoral platforms for coordination, and accountability at all levels (including districts); Undertake a payroll audit to identify teacher staffing status and gaps; develop and implement a teacher deployment monitoring and reporting system to support districts to allocate and manage teachers across schools and grades as per guidance in the Teacher Management Strategy. The system will analyse, at the start of each academic year and/or whenever new teachers are deployed, the status of teachers' deployment in all schools in each of the thirty-four districts.

### **Climate Smart Education Systems Initiative (US\$700,000) – *ongoing grant***

The Climate Smart Education System Initiative is a new global technical assistance facility covering 22 countries launched by GPE in June 2023 with the aim of enhancing countries' capacities to mainstream climate change adaptation and environmental sustainability into education sector plans, budgets and strategies, as well as enhancing education ministry's capacity for cross-sectoral coordination on climate and environment-related policy and programming. Save the Children, UNESCO and UNESCO–IIEP are the Grant Agents for this facility.

Malawi has been selected as a pilot country (alongside Zimbabwe) due to its high climate vulnerability and following the first scoping and prioritization work, the MoE is working on the development of a detailed country workplan. The facility will serve as a foundation for integrating climate considerations into Malawi's educational system, including school management practices, infrastructure (including establishing models of climate smart schools) and continuity planning at sub-national and school levels; curriculum revisions: teacher training: and data and information management.

### **System Transformation Grant (US\$68.82 Million) – *potential grant***

The System Transformation Grant (STG) will be utilized to fund key programmes aimed at overcoming obstacles and facilitating a transformation on learning outcomes in Malawi. Activities under all three outcomes (Improved inclusive school readiness, Improved inclusive foundational learning, and Enhanced education system capacity, governance and accountability) will be addressed by this grant. This grant will have a competitive selection of the GA to implement the grant. This process will be carried out following the GPE guidelines modified for the Malawian context and this will start when the draft Partnership Compact is available.

Within the ITAP review, one of the Enabling Factors, specifically the Volume, Equity, and Efficiency of Domestic Public Expenditure on Education, was identified as having **High Priority**. This has a limiting effect on when resources can be released to Malawi from GPE for the STG. Proposed triggers for the release of the withheld funds (20% of the STG due to one High Priority Enabling Factor) are given in Tables 3 and 4 in Chapter 3.4.1.

## **Multiplier Grant (US\$31.5 Million remaining after some funding through MERP) – approved grant**

The Expression of Interest (EoI) for the Malawi Multiplier has recently been approved for the full allocation of \$31.5M. This EoI noted synergies between the programme proposals of the co-financers and the Partnership Compact, therefore there is a high likelihood that the Systems Transformation and Girls Education Accelerator Grants can be merged with the Multiplier Grant programme once these are approved. There will be a competitive selection process for the GA for the management of the non-BEFIT Multiplier funds.

The three multiplier strands are:

1. The Malawi Government through MoE in partnership with Imagine Worldwide (IW), VSO and OneBillion designed an innovative tablet-based literacy and numeracy programme: the Building Education Foundations through Innovation and Technology (BEFIT). The programme aims at improving primary school children's acquisition of literacy and numeracy skills using education technology supplementing teacher efforts in schools across Malawi. The programme targets all learners enrolled in standards 1 – 4. Phase 1 of BEFIT (academic year 2023/2024) served 500 schools across 18 districts and was delivered on time and on budget. The GPE multiplier and associated co-financing will fund Phase 2 (academic year 2024/2025 serving an additional 500 schools in the remaining 16 districts.
2. The Press Trust scope for the Multiplier includes the installation of off-grid electric power in schools that are in the rural and most hard-to-reach areas in Malawi. The Trust targets electrification of at least 200 primary schools in hard-to-reach areas to enable such schools and children to access digital materials instruction and increase their learning contact time, and possibly increasing learning outcomes. Furthermore, the Trust intends to catalyse an equitable staff rationalization in primary schools in Malawi through the construction of at least 90 teachers houses spread in the most rural areas. This will follow the criteria set by the MoE and partners along the provision of the hardship allowances to encourage teacher's take-up **posts** in schools that are economically under-privileged and located in hard-to-reach areas. The planned use of this finance is not yet finalised, although it will be used to support the Partnership Compact goals as agreed between the Government and the Grant Agent.
3. Roger Federer Foundation and its consortium members plan to use the additional funding raised through the multiplier fund to support the ECD/pre-primary sector to roll out integrated ECD and foundational learning services for pre-school aged children in Early Childhood Development (ECD) centres and Grades 1 to 4 in primary schools respectively in line with MIP 1 and NESIP. The consortium proposes establishing 300 model ECD centres with a well-resourced pre-primary class on or next to 300 primary schools in the least reached and poor performing rural areas with the matched GPE funds, although the Consortium is open to have the multiplier focused on a cost-effective model to be designed through the Partnership Compact as long as it is ECD. This focus on ECD/pre-primary is in line with the expansion plan of MoE and will be

used to augment key interventions in the School Readiness pillar of this Partnership Compact, including combined support to CBCCs and pre-primary classes in primary schools.

**Girls Education Accelerator Grant (US\$25 Million) – *potential grant***

The Girls Education Accelerator (GEA) is designed to advance the Sustainable Development Goals (SDG) and allocate resources to bolster education for girls in areas where they face disparities compared to boys. This grant will be used to complement and enhance the activities of the STG and close coordination of the activities of the two grants will be necessary. Girls' Enrolment Rates (NERs and GERs), the number of girls benefiting from girls and boys support (e.g., bursaries) and the GPs will be used to monitor this grant. This grant will also have a competitive selection of the GA to implement the grant which will follow the same process as the selection of the GA for the STG.

The activities that will be funded under the GEA are: increase family/community engagement to support education for girls (Activity 2.1.1); develop and implement systems for the safety and protection of children (Activity 2.1.3; will include girls and vulnerable children; this will contain menstrual hygiene management); training for teachers on gender-sensitive teaching methodologies and learner mentorship under the institutionalisation of the FLN programme (Activity 2.2.2); targeted cost effective, inclusive and climate resilient infrastructure in most needy schools and communities (Activity 2.3.1; specifically funded under the GEA will be gender friendly and inclusive infrastructure, and construction and allocation of houses to female teachers); and deployment of female teachers to remote schools (Activities 3.1.1 and 3.1.2).

## 5. Monitoring, Evaluation, and Learning

### 5.1 Theory of Change

The vision of the MoE, as given in the NESIP, is: “To be a catalyst for socio-economic development and industrial growth”, and the mission of the MoE is “To provide quality and relevant education to the Malawi Nation”. The vision of the sector will be met through the following three thematic objectives as given in the NESIP:

- Increase access to equitable education programmes at all levels of the education system;
- Enhance the quality of learning outcomes that are relevant to Malawi’s socio-economic development; and
- Strengthen effective, efficient and accountable governance and management of the education system.

These objectives are echoed in the Theory of Change (ToC) proposed in this Partnership Compact (see Figure 2 below).

The ToC, which forms the core of the Partnership Compact, echoes the objectives of NESIP. The development of the ToC was done through extensive consultations with education stakeholders which culminated at a consultative workshop on 14<sup>th</sup> November 2023.

The ToC has the policy priority of “*Quality Foundational Learning for All Girls and Boys*”, which will be addressed through three outcomes:

1. Improved Inclusive School Readiness
2. Improved Inclusive Foundational Learning
3. Enhanced Education System Capacity, Governance and Accountability

Foundational learning, the second outcome, forms the focus of the ToC, with the other two outcomes supporting and enabling this to be brought about.

#### 5.1.1 Outcome 1. Improved Inclusive School Readiness

Research indicates that a child's development is significantly influenced by both the home learning environment and early childhood education programmes (Taylor, 2015). It has also been shown that children who engage in high-quality early childhood education (ECE) are more inclined to attain foundational learning and successfully finish primary school (UNICEF, 2020).

For children to attend early childhood education, there is a critical need for parental and community support for early childhood education (including for girls and children with disabilities), for the identification of cost-effective ECE services and their expansion, and for an inclusive ECE curriculum that is linked to the primary school curriculum. There needs to be improved capacity of the caregivers/teachers of ECE including in the early identification and intervention for children with special needs. All of these activities will help the transition from P1 (pre-primary) to S1 (Standard 1) and should be considered through inclusivity, gender and climate lenses. To begin with, it may be necessary to target the most vulnerable districts with these interventions.

The MoE, in collaboration with MoGSWCD and other development partners, have already started to plan an ambitious approach to improve school readiness through expansion of pre-primary education. A concept note on this expansion has been developed and will undergo several more consultations with MoE senior management, development partners and district stakeholders before implementation. This expansion will be supported by interventions under Outcome 1 of the Partnership Compact as well as funds from the GPE Multiplier Grant, with the recognition that CBCCs and pre-primary in public schools will continue to play important roles in the provision of quality learning for children aged 3-5 years old. The exact sequence and mix of service provision will be informed by the costing and financing study currently being completed, and will be outlined in more detail in the programme document for this Partnership Compact.

This outcome has the following proposed intermediate outcomes and inputs:

- 1.1 Improved access to inclusive early childhood education
  - 1.1.1 Identify cost-effective, scalable models for expansion of ECE services consistent with the ECE framework
  - 1.1.2 Inclusive and climate resilient infrastructure: developmentally appropriate learning environments established in primary schools based on need
  - 1.1.3 Increased parental and community support for ECE
- 1.2 Improved quality of inclusive early childhood education
  - 1.2.1 Professional development of teachers and caregivers in inclusive early childhood education<sup>6</sup>
  - 1.2.2 Improved early identification and intervention for children with special needs
  - 1.2.3 Revised inclusive ECE curriculum linked to primary school curriculum
  - 1.2.4 Provision of TLM for ECE

### **5.1.2 Outcome 2. Improved Inclusive Foundational Learning**

Low learning outcomes means that a child will have difficulties in reading, writing, mathematics, developing critical thinking skills, and acquiring other knowledge and abilities (UNICEF, 2020). This can contribute to increased dropout and repetition rates. Over the long term, such challenges can impact health outcomes, lead to higher rates of youth unemployment, and exacerbate levels of exclusion and poverty.

The Government of Malawi (GoM) has acknowledged the significance of involving communities in bolstering education and evaluates this involvement through the Annual School Census. Implementing community outreach initiatives will enhance awareness regarding the value of education, particularly emphasizing girls' education, dispelling misconceptions and cultural obstacles, and involving parents and community leaders in fostering the enrollment and engagement of all children in schools. Equally important is educating and sensitizing boys and men to actively advocate for girls' education and contribute to building a society that upholds and respects the role of girls and women.

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<sup>6</sup> This will be supported by including a gender responsive pedagogy for pre-school.

In alignment with the 5-Strand Strategy, the promotion of best practices in pedagogy, assessment, and inspection will improve foundational learning. The development of impactful FLN programmes will include training of teachers, including in formative classroom assessment and inclusive pedagogy; the development and distribution of TLMs; the provision of assistive devices; the digitalization of education resources for access; and quality, efficient and effective teaching. The development of an effective standardized remediation programme will be needed to support the teachers. The large class sizes do not allow effective teaching as the teachers are not able to work effectively with individual students, and they can also lead to safety issues for children and teachers. This will need to be addressed (see Intermediate Outcome 3.1 which supports the Teacher Management Strategy). Also needing to be addressed are issues around climate-resilient infrastructure, including classrooms and teachers' houses.

All activities will have cross-cutting challenges involving gender, climate change, and natural disasters, school health and nutrition, and issues related to dropout (including poverty, distances to schools, school health and nutrition, early marriages, and mitigating pregnancies). Targeting of resources and activities to the most vulnerable will need to be considered, as well as the importance of school feeding to keep children in school and to provide the energy for them to learn.

The following intermediate outcomes and their inputs have been proposed:

- 2.1 Continuous support to teachers to deliver inclusive foundational learning
  - 2.1.1 Increase family/community engagement to support education
  - 2.1.2 Strengthen inspection to identify best practices to share in recommendations and inform sector reforms
  - 2.1.3 Develop and implement systems for the safety and protection of children (including girls and vulnerable children)
- 2.2 Improved inclusive curriculum and TLM
  - 2.2.1 Review and revise curriculum
  - 2.2.2 Institutionalize through the government system effective and impactful FLN programmes/strategies including TLMs (physical and digital), teacher training on formative classroom assessment and inclusive pedagogy
  - 2.2.3 Learner mentorship of female students in lower primary
  - 2.2.4 Development and implementation of an effective standardized remediation programme
  - 2.2.5 Home-based education and support for children with extensive disabilities, including adoption of technological devices
- 2.3 Reduced class sizes
  - 2.3.1 Targeted cost effective, inclusive and climate resilient infrastructure in most needy schools and communities

### **5.1.3 Outcome 3. Enhanced Education System Capacity, Governance and Accountability**

The Enabling Factors Analysis was conducted at the beginning of the Partnership Compact process to identify systemic issues that might impede the effectiveness of programming in realizing the goals set in the policy priority area. Issues requiring attention were also identified in the ITAP Report and the Consultative Workshop on 14<sup>th</sup> November 2023 (see Chapter 3 for further detail). Interventions will need to have gender mainstreamed, be inclusive and climate smart, and may have to involve targeting of vulnerable populations.

The following intermediate outcomes and inputs have been proposed for this outcome:

- 3.1 Equitable distribution, retention and management of teachers within and across schools
  - 3.3.1 Strengthen and institutionalise the use of data and monitoring system for equitable distribution of teachers, with a focus on female teachers and rural deployment
  - 3.3.2 Improve retention and management of teachers
- 3.2 Enhanced efficiency, equity and effectiveness of education sector
  - 3.2.1 Strengthen coordination mechanisms, including government-led partnerships, inter-ministerial and inter-sectoral platforms for coordination, and accountability at all levels (including districts)
  - 3.2.2 Improve the utilisation rates of external financing and advocate for reduced fiscal deficits and improved public financing of climate smart and inclusive education, including allocation for ECE using high-quality education finance data
  - 3.2.3 Payroll audit
  - 3.2.4 Strengthen school management committees
- 3.3 Improved accountability on foundational learning through better data analysis, management and usage
  - 3.3.1 Strengthen the EMIS, collection, analysis and use of its data for mutual accountability for functional literacy and numeracy
  - 3.3.2 Develop a robust education research programme with a research agenda to ensure evidence based scale up of programmes within the education systems (including a gender audit).

### **5.1.4 Assumptions of the Theory of Change**

The ToC is built on the following assumptions.

- i. There will be political will, ownership and commitment towards the priority reforms;
- ii. There will be continued strengthening of the capacity of the institutions that are mandated to implement the proposed interventions including in terms of human, infrastructure and financial resources;
- iii. There will be improved education financing and management of budgets;
- iv. Development Partners and education stakeholders will align financing and activities with the Partnership Compact towards achievement of the proposed interventions;

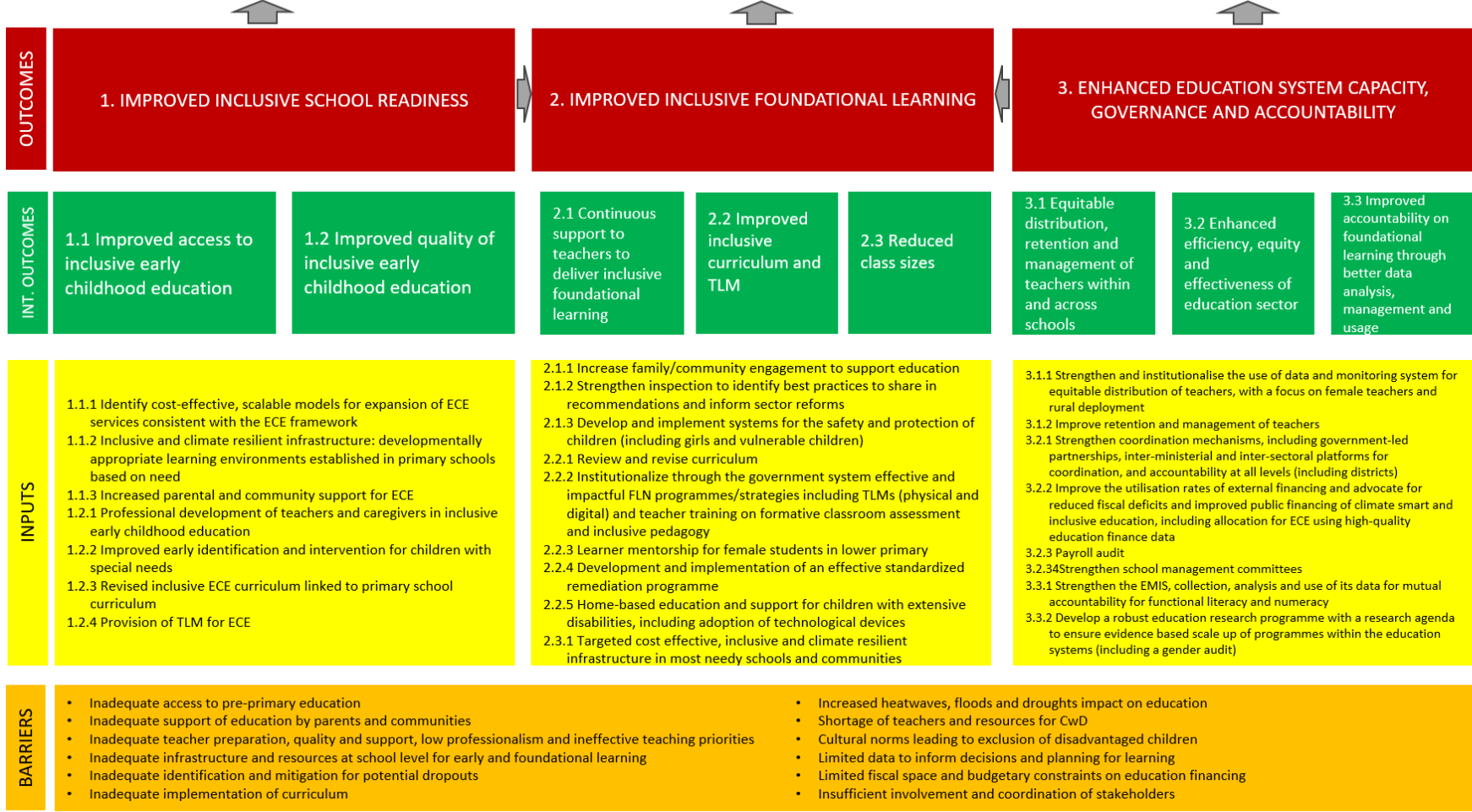
- v. Financial Commitments are timeously released and utilised;
- vi. There will be improved data collection and use;
- vii. There will be strengthened planning and evidence-based decision making;
- viii. There will be improved coordination and stakeholder engagement;
- ix. Gender will be mainstreamed in all activities and programming will strive for gender equity;
- x. Inclusivity will be mainstreamed in all activities and programming;
- xi. Activities will have climate smart implementation; and
- xii. There will be an evaluation and expansion of school feeding.

### **5.1.5 Barriers Identified in the Development of the Theory of Change**

During the development of the ToC, several barriers to foundational learning were identified. These are listed at the bottom of the ToC (Figure 2) and are applicable across the outcomes.



# IMPACT: QUALITY FOUNDATIONAL TEACHING AND LEARNING FOR ALL GIRLS AND BOYS



## ASSUMPTIONS

- Political will
- Strengthened capacity of institutions
- Improved education financing and management
- Partners align education financing to the Partnership Compact
- Financial commitments are timeously released and utilised (implemented)
- Improved data collection and use
- Strengthened planning and evidence based decision making
- Improved coordination and stakeholder engagement
- Gender equity
- Inclusive education
- Climate smart implementation
- Evaluation and expansion of school feeding support**

Figure 2. Theory of Change for the Partnership Compact

## 5.2 Monitoring

The Partnership Compact will build on the existing structures of the MoE, rather than creating new structures for monitoring. In particular, the Partnership Compact's annual implementation progress assessments will build on the MoE's structures used to monitor the NESIP. In the implementation planning phase, detailed monitoring and evaluation (M&E) frameworks will be developed which will include overall objectives, indicators, baselines and target values, frequency of data collection, data sources, and responsibilities for collecting data.

The LEG will provide strategic guidance for a coordinated and coherent implementation of the priority reform. Joint monitoring will occur through visits and annual joint sector reviews. The LEG, through the support of the Coordinating Agent and the Grant Agent, will convene periodically to conduct annual reviews, address issues, discuss progress and provide recommendations to the MoE for any necessary adaptations to the programming. The Secretary of Education, under the guidance of the Minister of Education, will have the overall responsibility for holding directorates, departments and grant agents responsible for ensuring the delivery of the priority reform.

The Grant Agent is expected to produce regular reports throughout the implementation process, including:

- Annual work plan implementation, including detailed activities, and
- Quarterly progress reports on each activity and its progress which include lessons learnt, recommendations and next steps.

The progress on the indicators will be included in the Education Sector Performance Reports and presented at the Joint Sector Reviews where they will be discussed and adjustments to the programme made where necessary.

### 5.2.1 Performance Indicators

The proposed performance indicators for the Partnership Compact are given in Table 6 below. The relevant indicators from the NESIP and EMIS related to the outcomes have been selected. The baseline of these indicators will come from the EMIS data, the Education Sector Performance Report (2023) and the MLA (2021). The baseline and targets for each indicator will be determined during the programme design phase and specific indicators can be added for key interventions established later during the implementation planning for the two grants (SCG, STG, Multiplier Grant and GEA). Monitoring of these indicators and the Partnership Compact will be done through the LEG meetings, JSRs, EMIS data collection and analysis, and joint monitoring visits. Besides monitoring the Outcome indicators, the implementation processes will also be monitored closely. The LEG shall monitor the quarterly activities targets and milestones, as linked to the annual work plans.

## 5.2.2 Monitoring Responsibilities

The monitoring responsibilities are given in the table below with the proposed performance indicators, coordinated through the Grant Agent. It should be noted that there are two ministries responsible for the indicators – the MoE and the MoGCDSW.

*Table 6 Proposed indicators for monitoring the Partnership Compact*

<b>Proposed Indicators – all indicators to be disaggregated by gender and disability</b>	<b>MoV</b>	<b>Responsible Agency</b>
<b>Outcome 1. Improved inclusive school readiness</b>		
Net Enrolment Ratio in pre-primary (5 year olds)	EMIS data/ NSO population data	MoE
Caregiver to child ratio	Annual Report	MoGCDSW
Percentage of children aged 48-59 months who achieved at least 50% score on literacy and numeracy components of the Malawi Development Assessment Tool (MDAT)	Annual Report / EMIS	MoGCDSW/ MoE
Number of schools with Pre-Primary, and with Pre-Primary with play-based TLM	EMIS	MoE
<b>Outcome 2. Improved inclusive foundational learning</b>		
% of schools with PqTR higher than 100:1 disaggregated by standard	EMIS data	MoE
% of schools with PCR higher than 80:1 disaggregated by standard	EMIS data	MoE
% of schools with pupil to textbook ratio higher than 3:1 disaggregated by standard	EMIS data	MoE
Survival rate to Standard 5	EMIS data	MoE
% of children achieving minimum proficiency in literacy and numeracy at Standards 2, 3, and 4*		MoE
<b>Outcome 3. Enhanced education system capacity, governance and accountability</b>		
EMIS data with complete data on 100% of schools collated and available for use within MoE (and LEG by request) within X months of completion of Annual School Census	Annual Statistical Bulletin	MoE
Annual Statistical Bulletin with complete data on 100% of schools released within X months of completion of Annual School Census	EMIS data	MoE
<b>Intermediate Indicators</b>		
Number of reports on the institutionalisation of the FLN programmes/strategies	Regular Reports	MoE
Number of teachers trained on FLN	Regular Reports	MoE
Annual Education Sector Performance Reports	Annual Reports	MoE
Joint Sector Reviews	Annual Reports	MoE

\* The tool for this will be determined through the finalization of the functional review of learning assessments for foundational learning.

## 5.3 Evaluation

It is recommended that objective evaluations with well-defined objectives be conducted to measure progress and impact, and to allow for programme adjustments based on lessons learned. These evaluations will encompass a mid-term review and a final evaluation.

The mid-term review will assess progress of the STG activities, progress for the indicators, the various models for pre-primary expansion, the status of the curriculum revisions and implementation, the progress on foundational literacy and numeracy, and

evaluate the accomplishment of the triggers. This will be led by the relevant MoE department and where applicable, an external evaluator will be recruited. The Partnership Compact may be revised in line with new evidence and to emerging trends in agreement with the LEG members. The review will be funded through the STG.

A summative evaluation will also be done at the end of the Partnership Compact to assess the overall progress on the priority reform area and the indicators. This evaluation will be funded through the STG and will be informed by JSRs, government data management systems, monitoring of learning outcomes, external studies and stakeholder consultations.

## 5.4 Learning

Learning and adapting will be a crucial component of the development and implementation of the Partnership Compact. This requires all stakeholders involved in the Partnership Compact to constantly gather feedback, analyse data, and make timely adjustments to achieve optimal outcomes.

Apart from the Mid-Term Review outlined earlier, the Partnership Compact will also support annual Joint Sector Reviews (JSRs) to offer additional opportunities for LEG members to adapt activities and strategies as required. The Grant Agent and MoE will also agree to convene regular meetings to monitor and discuss progress and challenges. Progress reports will be regularly presented to the LEG, and adjustments will be made as deemed necessary.

With LEG as the main conduit, the Partnership Compact will prioritize establishing iterative feedback loops that enable continuous communication and collaboration with stakeholders. This includes engaging partners, teachers, education officials and other key actors in dialogue, consultations, and participatory decision-making processes to co-create solutions and drive program improvement. Where necessary, district and school level officials will join meetings to discuss implementation of the compact interventions.

In addition, the grant agent, MoE and other stakeholders will also convene learning events, workshops, and knowledge sharing sessions to facilitate peer learning, exchange of good practices, and capacity building among stakeholders. These events provide opportunities for reflection, brainstorming innovative solutions, and fostering a culture of continuous learning and improvement. Documenting lessons learned, case studies, success stories, and best practices is essential for capturing and sharing knowledge within the organization and with external stakeholders. Effective knowledge management ensures that valuable insights are preserved, disseminated, and applied to future programs and initiatives.

## **6 Statement of Endorsement for the Partnership Compact from the Education Sector Working Group Stakeholders**

We, the members of the Local Education Group of Malawi, with the leadership of the Ministry of Education, and FCDO (Coordination Agent for GPE in Malawi) representing donors, agree with what is described in this document called the Partnership Compact. We declare that we have participated in its design and elaboration, and, therefore, we endorse the contents of the Partnership Compact.

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## **Annexes**

- A. Ministry of Education Foundational Learning Vision: Five Strand Education Foundations Strategy: the priority workplan objectives
- B. Mapping of the Theory of Change for the Partnership Compact to the 5-Strand Education Foundations Strategy
- C. Other major sources of funding – Malawi
- D. Transforming Education Summit Commitment - Malawi



## Annex A. Ministry of Education Foundational Learning Vision: 5-Strand Education Foundations Strategy: the priority workplan objectives

STRAND	Areas of concentration	Specific objectives
1. Providing best support to teachers in Standards 1 and 4	<ul style="list-style-type: none"> <li>• Developing and implementing low cost, evidence based Foundational Learning Model of instruction and package revolving around school based CPD,</li> <li>• Developing and implementing the Teacher Competency Framework – certification, teacher’s grade, and position in the career path should be associated with specific competencies</li> <li>• Establishing accessible robust CPD programmes that are tied to maintenance of certification, career paths, and promotion</li> <li>• Strengthening supervision and inspection services to know teacher performance and areas they need support</li> <li>• Strengthening classroom assessment practices and national level assessment</li> <li>• Strong data and accountability systems need to be in place to properly monitor learning outcomes in early grades</li> </ul>	<ul style="list-style-type: none"> <li>• Developing and institutionalizing low cost and school-based teacher training model (formalization of Teacher Learning Circles)</li> <li>• Strengthening supervision and inspection services to improve teacher performance</li> <li>• Strengthening classroom assessment practices and national level assessment to improve learning outcomes</li> <li>• Strengthening data and accountability systems to properly monitor learning outcomes</li> <li>• Develop National Quality Audit Framework to strengthen Quality audits and Inspections</li> </ul>
2. Improve training of teachers and deployment Ways of Improving Teachers’ Deployment	<ul style="list-style-type: none"> <li>• Developing incentive schemes to attract and retain teachers in remote and most remote public primary schools</li> <li>• Providing enabling and transparent measures that facilitate teacher distribution</li> <li>• Introducing Degree/Diploma Programmes in Teacher Training Colleges (TTCs) with strengthened Foundational Learning elements, inc. ECE.</li> <li>• Defining a career path for Standard 1 and 2 teachers, to encourage trained and experience teachers in Foundational Learning to be retained</li> </ul>	<ul style="list-style-type: none"> <li>• Developing incentive schemes to attract and retain teachers in remote and most public primary schools</li> <li>• Promoting a functional and growth-oriented performance management system, with reference to the Teacher Competency Framework</li> <li>• Introducing Degree/Diploma Programmes in Teacher Training Colleges (TTCs) with strengthened Foundational Learning elements, inc. ECE.</li> </ul>

STRAND	Areas of concentration	Specific objectives
	<ul style="list-style-type: none"> <li>• Promoting a functional and growth-oriented performance management system, with reference to the Teacher Competency Framework</li> <li>• Improving teacher management information system</li> <li>• Roll out and enforce the proposed career structure for teachers</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce Continuous Professional Development Coordinators in schools, zones and districts who will oversee the activities of the Communities of Practice at foundation phase (Infant section, junior Section, Senior Section, Subject level)</li> <li>• Operationalize the teacher management strategy</li> </ul>
3. Redesign curriculum and improve its resourcing	<ul style="list-style-type: none"> <li>• Why Curriculum review/redesign</li> <li>• To make education more responsive to the aspiration of the society as stipulated in Malawi 2063</li> <li>• To align with global, regional and Malawi policy frameworks</li> <li>• To consolidate critical contemporary issues including ICT, anti-corruption messages, gender, climate change, environmental conservation, SNE, governance, human rights, disaster risk management, financial literacy</li> <li>• Strengthen Foundational Learning aspects of the curriculum</li> <li>• Linkage with ECD curriculum – for transition to Standard 1</li> <li>• Resourcing of the curriculum</li> <li>• Teaching and learning materials (Learners books and supplementary readers)</li> <li>• Dual procurement of materials districts and centrally, also through SIPs</li> <li>• Examining policies and innovation to enable production and availability of books in a cost-effective way.</li> </ul>	<ul style="list-style-type: none"> <li>• Redesigning of the primary curriculum</li> <li>• Developing policies and innovations to enable production and availability of books in a cost-effective way.</li> </ul>
4. Expand school feeding coverage from 35% to 100%	<ul style="list-style-type: none"> <li>• Current school feeding programme (SFP) model is highly donor funded and not reaching all learners</li> </ul>	<ul style="list-style-type: none"> <li>• Development of low-cost model for school feeding for efficient and effectiveness</li> </ul>

STRAND	Areas of concentration	Specific objectives
	<ul style="list-style-type: none"> <li>• MoE is building evidence based sustainable SFP programme that is lower in cost &amp; meets at least &gt; 70% of schooling feeding days</li> <li>• MoE and partners will this year test two models (community and centralized production) for effectiveness and efficiency</li> <li>• MoE also exploring the use of sustainable &amp; low cost energy sources: solar, biogas and gas projects for costing scale up</li> <li>• MoE also exploring how to enhance community support to enhance SFP sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Exploring the use of sustainable and low-cost energy sources e.g. biogas, gas</li> <li>• Enhancing community support for sustainable SFP</li> </ul>
5. Digitalization in education	<ul style="list-style-type: none"> <li>• Devices in schools: Lack of devices at schools and education institutions. There is also limited collaboration on tablet deployment leading to uneven distribution.</li> <li>• Digital skills: Insufficient digital skills among students and teachers. This calls for a review of the curriculum to integrate ICT skills at all levels, including in teacher education.</li> <li>• Coordination and collaboration: Lack of alignment and coordination between Implementing partners in Education and limited coordination between partners deploying technology in education. DoDEL is planning a symposium to bring all partners to align with DoDEL priorities.</li> <li>• In-service teacher training and support: Different apps are being used to support teachers, e-CPD is zero-rated, but teachers need to be aware of this opportunity. MoE should provide an engagement with IPs to discuss ways that eCPD can be strengthened.</li> </ul>	<p>Coordination of stakeholders in the sector</p> <ul style="list-style-type: none"> <li>• Formation of EdTech Coalition</li> <li>• Coalition to support MoE development of standards and guidelines for digitalization in education</li> <li>• Coalition to identify top priority areas for alignment and coordination</li> </ul> <p>Data and devices</p> <ul style="list-style-type: none"> <li>• Policy/Standards on Data in Education</li> <li>• Policy/Standards on Devices in Education</li> <li>• Strategy for Connectivity in Education</li> <li>• Collaborative initiatives with MACRA, industry and other partners on device production</li> </ul>

STRAND	Areas of concentration	Specific objectives
	<ul style="list-style-type: none"> <li>• Sustainability of digital learning: Role of communities and parents. Partnership with the private sector.</li> <li>• Data and Evidence: How can data and evidence generated through EMIS be used to measure the sector performance and guide policy implementation? How can MoE ensure the data are up to date and also available for use at the school level? Does the current EMIS plan accommodate other aspects of school based data such as assessments, CPD, TLCs etc?</li> </ul>	

## Annex B. Other Major Sources of Funding – Malawi

S1-S4 investments	Improve access to ECE	Improve quality of ECE	Continuous support to teachers for FLN	Improved inclusive curriculum and TLMs	Reduced learning gaps (remediation)	Improved class size (construction and teacher supply)	Financing and coordination	Efficiency of education sector	Inclusive data collection and usage
World Bank	X (but mostly ECD rather than ECE)				X (learner mentors for disadvantaged girls)	X (cost effective construction, auxiliary teachers)	X (through GESD governance pay for performance at district)	X (teacher management and school leadership)	X (Common Zonal Tests, EMIS: mostly secondary but plan to support EMIS in primary)
USAID		X (100 schools focused on language)	X (Chichewa + English S1-S2)	X (completed, Chichewa + English S1-S4)	X (remediation within classroom)		X (through governance G4S; Through Next for increasing district data, incentives and capacity and support for early grade reading)		
FCDO			X (maths S1-S4)	X (maths S1-S4)	X (upcoming remediation work)		X (through contribution to GESD)		
UNICEF	X ECD (establishment of 430 community based childcare centres CBCC in the past 5 years)	X ECD (training of caregivers/teachers, provision of play and learning materials, capacity building of CBCC management committee; Early Learning and Dev Standards developed, National ECD curriculum developed; ECE expansion costing and financing study)	X (development and implementation of continuous professional development modules on FLN)	X (establishment of inclusive education resource centres and the provision of assistive devices)	X (supported MoE in developing guidelines for remediation classes; provision of remedial classes in response to the impact of the COVID-19 pandemic)	X (provision of school furniture and TLMs)	X (Education Services Joint Fund co-chair and Grant Agent for the GPE System Capacity Grant, developing the Partnership Compact; education budget analyses and briefs, reform support on functionality of IGFTS)	X (improving teacher management, mentorship, and school leadership; upcoming work on developing the minimum priority services for all schools as per MIP-1)	X (Strengthening EMIS data management)

S1-S4 investments	Improve access to ECE	Improve quality of ECE	Continuous support to teachers for FLN	Improved inclusive curriculum and TLMs	Reduced learning gaps (remediation)	Improved class size (construction and teacher supply)	Financing and coordination	Efficiency of education sector	Inclusive data collection and usage
Norway				X (strengthened IE policy implementation)	X (remediation work in planning - pilot)		X (financing and coordination system strengthening planned on district level – pilot)	X (planning SIG system strengthening – pilot)	X (EMIS secondary school)
				X (life skills curriculum with CSE component)				X (planning EMIS research – pilot)	
JBJ					X (BEFIT)			X (digital cross-sectoral operations)	
SC	X Training, community engagement, provision of play materials and rehabilitation of classrooms, interactive radio instruction, linkage with case management providers, nutrition and WASH components, transition to primary school, disability lens	X Trained thousands of caregivers, and CBCC centre management committees over the years, provided TLMs, learning and play materials, established parenting education and support groups, and positive parenting support. Incorporating ELM into national ECD curriculum. Mentorship model for caregivers. Initiated transition guidelines	X Supported MoE – DTED to sensitize district education stakeholders on the national continuous professional development framework, mentorship modules on inclusive pedagogy, and other activities through SCREP project.	<b>X Provision of assistive devices to children</b> with disabilities. Technical and financial support to MoE to develop a <b>National Inclusive Education Strategy and Guidelines</b> in partnership with UNICEF . Complementary activities to governments efforts in the national reading programme (NRP)	X Currently implementing catch up club project in LLW and Ntcheu across 30 schools, built evidence, finalizing a cost effectiveness study, and will conduct a scalability analysis in Jan.	X Constructed 55 primary blocks and 2 secondary schools. Rehabilitation of 16 resource centres. -Support community production of learning and play materials at ECE and BE levels - Grant Agent for Climate Smart Education-WASH in schools	X Co-chair of Education Cluster. Grant Agent for Climate Smart Education Initiative	X Supported establishment of the National IE TWG and ensuring its functioning Strengthened school management structures in 150 schools, Disaster Risk Management (DRM) and climate change adaptation through the SCREP programme. Supported MoE in institutionalize child participation structures in schools	X Supported MOE in the development of appropriate data collection tools through a review workshop of data management system by the Planning Department to ensure inclusive education data is collected and entered into the (EMIS). Supported MOE with trainings of DEMISOs and ZEMISOs in general excel and data management. We will work with MoE on improved attendance tracking tool in 2 districts.
Roger Federer	X (access and quality through CBCC)								

## Annex C. Transforming Education Summit Commitment - Malawi

### Transforming Education Summit National Statement of Commitment - Malawi

Presented here is a summary of commitments to transform education in Malawi. These include **aspirational goals** indicating desired transformations in the long term, with support from the international community, followed by what the **Government of Malawi has already committed to**, through current policy goals and national vision statements. Full details are presented in the National Consultations Report that we have already submitted.

#### 1. Recovery from Covid-19 disruption

Malawi has enacted legislation and strategies to expedite the country's recovery from Covid-19 by targeting 70 percent of the population for vaccination, and by introducing a socio-economic recovery plan. Schools are offering remedial lessons, and the school calendar has been reconfigured to maximise school days. Additional teachers are being recruited, and the Government is in the final stages of establishing the Education Radio and, later, a Television station.

#### 2. Transforming education. We present the following propositions that will transform Malawi's education sector.

##### ***On Track One, Malawi's aspirations for inclusive, equitable, safe and health-promoting schools include the following:***

- An Integrated minimum priority package comprising school health, nutrition, water, sanitation and hygiene, inclusive education, mental health, and online safety.
- Increasing primary enrollment from 90 to 100 percent, primary completion rate from 52 to 100 percent, transition to secondary from 38 to 100 percent, and secondary completion rate from 19.8 to 100 percent.
- Strengthening child protection; ending gender-based violence; and operationalising school governance bodies.

##### ***Malawi has made the following commitments for inclusive, equitable, safe and health-promoting schools:***

- Defining and equipping all existing and new education institutions with an integrated minimum priority package
- Making education mandatory from early childhood to secondary school; and intensifying girls' education.

##### ***On Track Two, Malawi's aspirations for learning and skills for life, work and sustainable development include:***

- Foundational literacy, numeracy, social and emotional learning, digital literacy, technical and vocational education, entrepreneurship and financial literacy, across the curriculum.
- A curriculum and pedagogical methods that nurture and allow learners to express their abilities.
- Climate change and sustainable development content across the curriculum for resilience and adaptation.
- Creativity, critical thinking, citizenship, communication, problem-solving, empathy and compassion.
- Capacitating higher education institutions for technical training, scientific research and technological innovation, with expansion of postgraduate and postdoctoral programmes.
- Integration of the selection of students into both public and private universities,
- Widening access to government loans and scholarships to Open, Distance and eLearning (ODEL) students.
- Educating parents to enable them to support their children's education and participate in school governance; and the creation of a multi-sectoral Technical Working Group for young and adult education.
- Bringing all education sub sectors under the ministry responsible for education; defining a research agenda for education, and inclusion of children in refugee camps in national plans.

##### ***Malawi has made the following commitments for learning and skills for life, work and sustainable development:***

- Expansion of existing and construction of new secondary schools to increase transition rates from primary to secondary from 38 to 100 percent.
- Equipping all schools with laboratories, libraries, running water, electricity, adequate teaching and learning materials, and internet and digital technologies.

##### ***On Track Three, Malawi's aspirations for teachers, teaching and the teaching profession include the following:***

- Transformation of the teaching profession to make it prestigious, autonomous, trusted and accountable.
- An annual National Education Summit to share innovative and transformative practices, award outstanding



teachers, and create Malawi's education think tank.

***Government has made the following commitments for teachers, teaching and the teaching profession:***

- Operationalisation of the National Teachers Council, the National Teacher Policy and the Continuous Professional Development Framework for Teachers and Teacher Educators.
- Raising minimum qualifications for primary school teachers to a university diploma and degree.
- Educating teachers in action research so they can solve problems and innovate at classroom and community level.
- Recruiting adequate, and retaining qualified teachers for all schools to reach the desired qualified teacher pupil ratio of 1:45 for primary and 1:20 for secondary school by 2030.

***On Track Four, Malawi's aspirations for digital learning and transformation include the following:***

- Scaling up teaching and learning through cost-effective tablet-based adaptive technology.
- Expanding network coverage to the entire nation and reducing tariffs on Internet data especially for students to increase access to digital learning opportunities.
- Widening access to devices through loans, scholarships and grants; local assembly devices and reducing importation taxes.
- Virtual laboratory simulations and animated gamification to enhance the teaching and learning experience especially for Science, Technology, Engineering, Arts and Mathematics (STEAM).

***The Government has made the following commitments for digital learning and transformation:***

- An ODeL transformative ecosystem that provides equitable access to quality and relevant education and promotes lifelong learning.
- Establishing an education radio and TV station with nationwide coverage; opening digital secondary schools; and operationalising the ODeL and ICT for Education policies, and the SADC Cybersecurity Infrastructure Framework.
- Providing every educational institution with electricity, Internet connectivity, and technology devices.
- Strengthening digital literacy in primary and secondary education for digital skills advancement.

***On Track Five, Malawi's aspirations for financing education include the following:***

- Enhancing equity and efficiency, utilising data and systems thinking, enforcing accountability in education spending, and rationalising existing levies to benefit education financing.
- Increasing tax-to-GDP ratio by 5 percentage points to 21.4 percent through progressive tax reforms.
- Continuing efforts to renegotiate terms and conditions of aid to remove wage bill caps on teacher recruitment.

***The Government has made the following commitments for financing education:***

- Enactment and enforcement of legislation to end corruption and free resources to augment education financing
- Allocation of at least 15-20 percent of national expenditure, and at least 4-6 percent of GDP, for domestic financing of education.
- Increasing Gross Domestic Expenditure on Research and Development to 1 percent of GDP.

- 3. In conclusion:** Malawi hopes that the international community will support us in making education the central focus of our country's efforts to achieve the Sustainable Development Goals and our own **Malawi 2063** development goals. Malawi wishes to see conditions for international aid restructured towards increasing international aid. Malawi seeks support in improving efficiency in resource management, and wishes to see the foreign debt burden reduced, or written off, through debt swaps or debt conversions. Malawi urges the ending of illicit financial outflows, and finally, Malawi requests increased support to the Global Partnership for Education and the new global compact for education.

Malawi supports the principles behind the new global compact for education. It endorses the position advanced by the background paper for Thematic Action Track Five, which "proposes a transformative rights-based agenda for a new global compact for financing lifelong learning for all."