

DATA-VIII

Qualified and Unqualified Teacher Survey Report

**THE NATIONAL IMPLEMENTATION PROGRAM FOR DISTRICT EDUCATION
PLANS (NIPDEP)**

A Report on the

Profile of Primary and Secondary School Teachers in the Six Pilot Districts

BY

Dr. Joseph P.G. Chimombo

CENTRE FOR EDUCATIONAL RESEARCH AND TRAINING (CERT)

for

FOR KRI INTERNATIONAL CORP.

April, 2004

INTRODUCTION

The Japanese Agency for International Corporation (JICA) has, through a bilateral agreement between the Japanese and Malawi governments, been assisting the Ministry of Education Science and Technology in areas of management, planning and administration. Phase I of this assistance began in October 2000 as part of a National School Mapping and Micro-planning exercise. The purpose of this exercise was to train division and district level personnel in planning in order to support the Government of Malawi policies to decentralize the delivery of education to the district level. Phase two followed up on phase one activities by attempting to consolidate these activities through the formulation of a Nation Implementation Plan for District Education Plans (NIPDEP). In both phases one and two, demonstration projects were implemented by the six districts which for phase two were focusing on procurement, training and construction. It was decided that a profile of teachers (both primary and secondary) in the six pilot districts of the second phase be made which would provide a basis for a better understanding of the impact of the projects in these districts. This report provided a summary of the analysis of data from the profiling of teachers in the six pilot districts of Nkhata-bay, Ntchisi, Mchinji, Machinga, Thyolo and Nsanje. First a brief outline of the methodology is given before presenting the results from the primary and secondary school sub-sectors respectively and these results are also briefly discussed at the end.

METHODOLOGY

The data for the profiling of the teachers was based on a sample of teachers from the six pilot districts. The targeted teachers were both qualified and unqualified teachers in the districts. The information about the teachers was collected through a two page questionnaire which was administered at the school by one of CERT's researchers. Teachers were first briefed on the purpose of the survey and this was followed by a briefing session during which each one of the questions in the questionnaire was read and explained. Teachers filled the questionnaire in the presence of the CERT staff who was ready to attend to any queries.

It was originally planned that a total of 600 primary and 600 secondary male and female teachers would be sampled. The design also attempted to include both teachers from schools from the urban and rural areas of the districts. While it was not possible to reach a 50-50 representation of the sample whether by sex, location of school nor indeed qualification, attempt was made to make sure that a good representation of teachers was sampled from these desired categories. However, due to the fact that there are always fewer secondary schools and indeed secondary school teachers in schools compared to primary schools, it was only possible to sample up to 449 teachers from the secondary school sub-sector.

The questionnaires were coded and enter into computer by CERT staff in Zomba. After cleaning the file, the data was subjected to statistical analysis using SPSS. As can be observed below, two main statistical tools were employed: the cross tabulation and means. What follows is a write up from the interpretation of such an analysis.

PRIMARY SCHOOL TEACHERS

As indicated above, the profiling was done for both primary and secondary schools sampled from the six pilot districts. We start presenting the results for the primary teachers.

BASIC TEACHER CHARACTERISTICS

Table 1 below gives information in terms of the number of primary school teachers who were sampled from the districts by sex.

Table 1: Teachers by District and Sex

Sex * District Crosstabulation

			District						Total
			Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay	
Sex	Male	Count	54	47	46	57	62	68	334
		% within District	51.9%	47.0%	44.2%	55.3%	60.2%	68.0%	54.4%
	Female	Count	50	53	58	46	41	32	280
		% within District	48.1%	53.0%	55.8%	44.7%	39.8%	32.0%	45.6%
Total		Count	104	100	104	103	103	100	614
		% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

It can be seen from the table that a total of 614 teachers were sample. Out of these, 54.4% were male and the remaining 45.6% were female. Across the districts, Nkhata-bay had the lowest percentage of female teachers at 32% followed by Ntchisi (39.8%) and then Mchinji (44%). On the other hand, Machinga had the largest percentage of female teachers at 55.8% followed by Thyolo at 53%. The proportion of male to female teachers was more balanced in Nsanje.

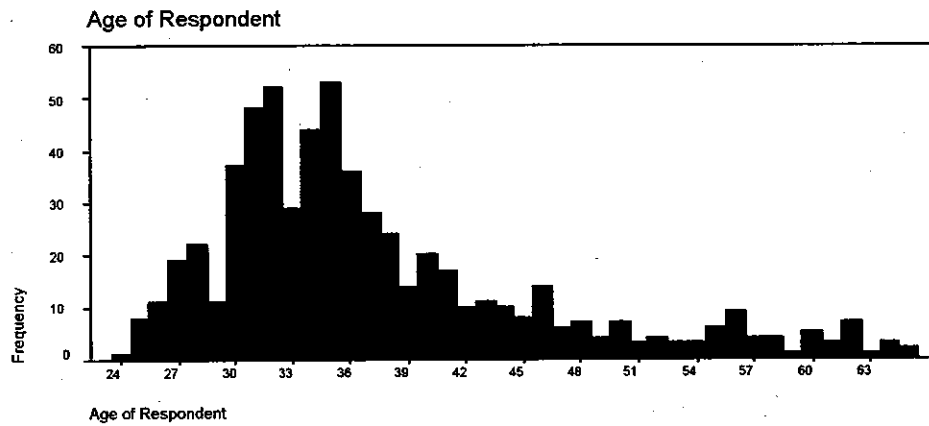
Table 2 below displays information about the mean age of the primary school teachers.

Table2 : Mean Age of Primary School Teachers

Sex	Nsanje		Thyolo		Machinga		Mchinji		Ntchisi		Nkhata-bay		Total	
	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
Male	40.06	12.46	35.79	6.55	35.57	7.35	38.04	7.41	39.97	10.03	40.18	9.70	38.50	9.40
Female	36.26	9.27	35.85	6.15	34.13	5.03	36.76	9.16	35.12	4.96	36.06	7.84	35.64	7.22
Total	38.23	11.15	35.82	6.31	34.77	6.19	37.47	8.22	38.04	8.69	38.85	9.30	37.20	8.59

It can be observed from Table 2 that the mean age of the primary school teachers was 37.7 years. This ranged from 24 to 65 years with a median age of 35 years. It can also be noted from the information in the table above that apart from Thyolo district, male teachers were older than female teachers in all the other districts. Indeed overall, male teachers were older than female teachers by almost three years. Nkhata-bay had the oldest group of teachers especially men seconded then Nsanje and Ntchisi. Nsanje also had the greatest variations in the ages of the teachers. The youngest group of teachers came from Machinga. The mean ages of the teachers are graphically displayed in figure 1 below.

Figure 1: Age Distribution of Primary School Teachers



The figure above indicates that most of the teachers in the primary schools are in the age range of 30 to 38 years.

We next turn to the marital status of the sampled teachers. This information is displayed in Table 3 below.

Table 3: Teachers' marital status by sex and district

Sex * District * Marital Status Crosstabulation

Marital Status				District						Total
				Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay	
Married	Sex	Male	Count	52	44	46	55	60	63	320
			% within District	55.3%	49.4%	46.0%	60.4%	62.5%	69.2%	57.0%
	Female	Count	42	45	54	36	36	28	241	
		% within District	44.7%	50.6%	54.0%	39.6%	37.5%	30.8%	43.0%	
	Total	Count	94	89	100	91	96	91	561	
		% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Single	Sex	Male	Count	2	3		1	2	4	12
			% within District	28.6%	37.5%		16.7%	28.6%	66.7%	32.4%
	Female	Count	5	5	3	5	5	2	25	
		% within District	71.4%	62.5%	100.0%	83.3%	71.4%	33.3%	67.6%	
	Total	Count	7	8	3	6	7	6	37	
		% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Other	Sex	Male	Count				1		1	2
			% within District				16.7%		33.3%	12.5%
	Female	Count	3	3	1	5		2	14	
		% within District	100.0%	100.0%	100.0%	83.3%		66.7%	87.5%	
	Total	Count	3	3	1	6		3	16	
		% within District	100.0%	100.0%	100.0%	100.0%		100.0%	100.0%	

It can be seen from Table 3 that a total of 561 teachers were married and 43% of them were female. Thirty-seven teachers (67.6% female) were single and the rest 16 (87.5% female) had other marital status. Nkhata-bay had the least proportion of married female teachers at 30.8% followed by Ntchisi (37.5%) and Mchinji at 39.6%. Again, Machinga had the largest proportion of married female teachers at 54% while that of Thyolo was almost balanced at 50.6% female and 49.4% male. Mchinji also had the largest proportion of teachers with other marital status. It can be concluded from these figures that male teachers are more stable than female teachers when this is judged by their marital status.

As pointed out earlier, attempt was also made to sample teachers by the location of their school in terms of rural and urban. This information is shown in Table 4 below.

Table 4: Teachers by Location and District

Sex * District * Location of School Crosstabulation

Location of School				District						Total
				Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay	
Urban	Sex	Male	Count	28	16	6	17	10	16	93
			% within District	49.1%	28.8%	16.7%	32.1%	40.0%	48.5%	35.8%
	Female	Count	29	40	30	36	15	17	167	
		% within District	50.9%	71.4%	83.3%	67.9%	60.0%	51.5%	64.2%	
	Total	Count	57	56	36	53	25	33	260	
		% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
rural	Sex	Male	Count	26	31	40	40	52	52	241
			% within District	55.3%	70.5%	58.8%	80.0%	66.7%	77.6%	68.1%
	Female	Count	21	13	28	10	26	15	113	
		% within District	44.7%	29.5%	41.2%	20.0%	33.3%	22.4%	31.9%	
	Total	Count	47	44	68	50	78	67	354	
		% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	

Table 4 shows that 260 (42.3%) teachers were sampled from schools that were classified as urban and that of these, 64.2% of them were women. Only 31.9% of the remaining 354 teachers in rural areas were female. A close look at the information across the district shows that in all the districts, there were more female teachers than males ones in the urban schools. The largest percentage of female urban teachers was in Machinga followed by Thyolo. As for the rural schools, the pattern is a reverse of the urban schools. In all the districts, there were more male teachers in the rural areas than female teachers. The greatest difference was in Mchinji where only 20% of the teachers in rural areas were female followed by Nkhata-bay (22.4%) and Ntchisi at 33.3%. The picture portrayed by the information in Table 3 is a true reflection of the national picture where urban schools are flooded with female teachers while there are very few female teachers in rural areas. The main reason for more female teachers in urban areas is that they follow their husbands who mostly are working in urban areas. Others have alleged that female teachers simply refuse to go and work in rural areas where the basic facilities are lacking (CSQBE 2003). It has been argued that such a scenario does not help the system in terms of curbing problems like dropout for girls because there are no enough female teachers in the rural areas who can act as role models.

ACADEMIC AND TEACHING QUALIFICATION OF TEACHERS

Another dimension in the profiling exercise was an assessment of the academic qualifications of the teachers. Normally, any person can join teaching in the primary system in Malawi as long as he/she has either a JCE or an MSCE. In the Malawi education system a Junior Certificate is obtained after successfully completing two years of secondary education while a Malawi School Certificate of Education is obtained after four years of secondary education. Table 5 below displays the results of the analysis.

Table 5 Academic qualifications by Sex and District

Sex * District * What is your highest education qualification Crosstabulation

What is your highest education qualification				District						Total
				Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay	
PLSCE	Sex	Male	Count	1		1		1		3
		% within District		33.3%		100.0%		50.0%		37.5%
	Female	Count	2			1	1	1		5
		% within District		66.7%		100.0%	50.0%	100.0%		62.5%
	Total	Count	3		1	1	2	1		8
		% within District		100.0%		100.0%	100.0%	100.0%		100.0%
JCE	Sex	Male	Count	23	23	17	30	24	26	143
		% within District		46.0%	51.1%	32.1%	53.6%	50.0%	57.8%	48.1%
	Female	Count	27	22	36	26	24	19		154
		% within District		54.0%	48.9%	67.9%	46.4%	50.0%	42.2%	51.9%
	Total	Count	50	45	53	56	48	45		297
		% within District		100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
MSCE	Sex	Male	Count	30	24	28	27	37	42	188
		% within District		58.8%	43.6%	56.0%	60.0%	69.8%	77.8%	61.0%
	Female	Count	21	31	22	18	16	12		120
		% within District		41.2%	56.4%	44.0%	40.0%	30.2%	22.2%	39.0%
	Total	Count	51	55	50	45	53	54		308
		% within District		100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Cambridge	Sex	Female	Count				1			1
		% within District				100.0%				100.0%
	Total	Count				1				1
		% within District				100.0%				100.0%

It can be seen from Table 5 that there were 8 teachers (5 female) who were teaching in the primary schools with only a primary school leaving examinations. The majority of the teachers (308) had the Malawi Schools Certificate of Education (MSCE) but only 39.0% of them were female. However, 51.9% of the 297 teachers with JCE were female. Nsanje had a balanced proportion of teachers with JCE and MSCE but only 41.2% of those teachers with MSCE in Nsanje were female. The least proportion of female teachers with MSCE came from Nkhata-bay where only 22.2% of the teachers with MSCE were female.

The teachers were also asked about their teaching qualification. Here they were simply asked to indicate whether they had a teaching qualification or not. A teaching qualification for primary school teaching is obtained after either two years or one year of full time training in teacher training colleges but currently, teacher training has followed school based innovative modes of training whereby teachers undergo training while on the job. The information for this question is displayed in Table 6 below.

Table 6: Teachers by Teaching Qualification

Location	Sex	Qualif.	Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhatabay
Urban	Male	No	6	—	1	—	2	1
		Yes	22	16	5	17	8	15
	Female	No	10	6	3	7	2	3
		Yes	19	34	27	29	13	14
Rural	Male	No	7	9	9	11	10	15
		Yes	19	22	31	29	42	37
	Female	No	5	4	3	3	3	1
		Yes	16	9	25	7	23	14

It can be noted from Table 6 above that a total of 114 teachers (18.6%)¹ were teaching without any teaching qualification and that 39.5% of these were female. Of the 500 teachers with a qualification, 47% of them were female. The table also shows that there are more female teachers without a teaching qualification in the urban areas while in the rural, more men than women had no teaching qualification. Nsanje had the largest number of teachers without a teaching qualification.

The next teacher attribute that was examined was their current teaching post. A person graduating from a Teachers' Training College with either a JCE or an MSCE will start at the PT4 grade. They can then be promoted up to PT1 or even P8 with time and experience. Table 7 below shows the results of the analysis for this variable.

Table 7: Teachers by Current Teaching Post

Current teaching post * District * Sex Crosstabulation

Sex	Current teaching post	Voluntary	Count	District					Total	
				Nsanje	Thyolo	Machinga	Mchinji	Ntchisi		Nkhata Bay
Male	Current teaching post	Voluntary	Count	3				2		5
		% within District		5.6%				3.2%		1.5%
	PT4	Count	19	24	19	31	28	14	135	
		% within District	35.2%	51.1%	41.3%	55.4%	45.2%	22.2%	41.2%	
	PT3	Count	13	13	8	11	15	24	84	
		% within District	24.1%	27.7%	17.4%	19.6%	24.2%	38.1%	25.8%	
	PT2	Count	5		5	2	6	10	28	
		% within District	9.3%		10.9%	3.6%	9.7%	15.9%	8.5%	
	PT1	Count	2	1	1	1	5	2	12	
		% within District	3.7%	2.1%	2.2%	1.8%	8.1%	3.2%	3.7%	
TT	Count	9	9	13	11	6	11	59		
	% within District	16.7%	19.1%	28.3%	19.6%	9.7%	17.5%	18.0%		
P8	Count	3					2	5		
	% within District	5.6%					3.2%	1.5%		
Total	Count	54	47	46	56	62	63	328		
	% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		
Female	Current teaching post	PT4	Count	17	22	38	18	27	12	134
		% within District	34.7%	41.5%	66.7%	39.1%	65.9%	37.5%	48.2%	
	PT3	Count	17	15	11	12	8	13	76	
		% within District	34.7%	28.3%	19.3%	26.1%	19.5%	40.6%	27.3%	
	PT2	Count	4	2	3	4	2	3	18	
		% within District	8.2%	3.8%	5.3%	8.7%	4.9%	9.4%	6.5%	
	PT1	Count		4			1		6	
		% within District		7.5%			2.2%		3.1%	
	TT	Count	11	10	5	11	4	3	44	
		% within District	22.4%	18.9%	8.8%	23.9%	9.8%	9.4%	15.8%	
Total	Count	49	53	57	46	41	32	278		
	% within District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		

It can be seen from Table 7 above that all those who were teaching as volunteers were men. Out of the 328 male teachers, 41.2% of them were at the lowest teaching post of PT4 while 48.2% of the 278 female teachers were at this lowest teaching post. Machinga had the largest proportion of male temporary teachers (28.3%) while Mchinji had the largest female temporary teachers (23.9%). While the female teachers had a larger proportion of them at PT3 than the men, it is observed that men were in larger proportions in the next two higher posts (PT2 and PT1). In fact, it can also be observed that all the five teachers at P8 level were men and these were in Nsanje and Nkhata-bay. These P8 teachers are mostly those who are promoted from PEA position under the current ministry's initiative to improve the

¹ CSBQE (2003) also found a similar low proportion of unqualified teachers and argued that this is being caused by the fact that MOEST has stopped recruiting new teachers through the temporary method.

management and administration of primary schools in Malawi. The picture portrayed by the table above is one where female teachers do not enjoy the same opportunities for promotion in the teaching profession as their male counterparts.

OTHER TEACHER CHARACTERISTICS

There were other teacher characteristics which were included in the questionnaire for teacher profiling. These were the length of service, the length of stay at present school and the work load as measured by the number of teaching period per week. The results of the analysis are displayed in Tables 8 and 9 below.

Table 8: Other Teacher Characteristics by Sex

Issue	Sex	Nsanje		Thyolo		Machinga		Mchinji		Ntchisi		Nkhata-bay	
		Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
How Long have you been Teaching?	Male	15.25	11.61	10.74	6.32	9.89	6.31	11.72	6.71	10.44	7.32	12.49	8.08
	Female	12.76	9.40	11.91	5.55	11.05	5.6	13.02	8.38	10.17	7.32	12.38	6.82
	Total	14.03	10.62	11.36	5.92	10.54	5.9	12.30	7.49	10.33	6.12	12.45	7.67
How Long at this School?	Male	4.04	2.79	4.78	3.12	3.82	3.23	4.96	2.69	4.14	2.34	4.37	3.26
	Female	4.80	4.02	6.23	4.23	3.61	2.89	3.94	3.24	4.68	2.73	5.61	8.07
	Total	4.01	3.45	5.55	3.81	3.72	3.05	4.50	2.98	4.36	2.50	4.78	5.34
How many Periods per Week?	Male	37.04	14.97	35.34	17.01	35.96	13.94	29.61	12.43	31.21	14.52	39.62	18.76
	Female	34.88	9.46	22.47	8.88	25.48	11.8	25.60	8.76	23.17	9.49	31.59	10.44
	Total	36.03	12.61	28.52	14.75	30.06	13.45	27.84	11.10	28.01	13.30	37.05	16.86

From Table 8, it can be seen that Nsanje had the largest team of long serving teachers at a mean of 14.03 years but Nsanje also had the highest variation in length of service with a standard deviation of 10.62. Male teachers from Nsanje had served longer than female teachers. Across the districts, Ntchisi had the least serving teachers but by sex, Mchinji male teachers were the least team of serving teachers. Mchinji, Machinga and Thyolo female teachers had served longer than their male counterparts in their districts.

In terms of the period teachers had stayed at the current schools, it can be seen from Table 8 that Thyolo teachers were more stable and this was particularly true for female teachers. In fact female teachers had stayed longer at the same school than their male counterparts in all the districts except Machinga and Mchinji. It is possible that with the tendency of following husbands, female teachers stay at the same school as long as their husbands do not get transferred or indeed as they refuse to get transferred to rural areas.

And in terms of workload, it can be seen from the table that in all the districts, male teachers had a much higher working load than female teachers. The greatest difference by sex was in Thyolo followed by Machinga. It is possible that as female teachers get crowded in urban areas, they end up with a slightly lesser work load than the male teachers in general. The male teachers had the largest variation of work load than the female teachers in all the districts; an indication of the disadvantaged position some teachers may found themselves.

What this means is that as female teachers get crowded in the urban areas, the few teachers in the rural areas get the burden of having to share a bigger work load. Nkhata –bay had in general the largest variation in work load seconded by Thyolo.

These same teachers' characteristics were also examined in terms of the location of the schools (urban and rural). The results of such an analysis are displayed in Table 9 below.

Table 9: Other Teacher Characteristics by Location

Issue	Location	Nsanje		Thyolo		Machinga		Mchinji		Ntchisi		Nkhata-bay	
		Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
How Long have you been Teaching?	Urban	13.46	10.14	12.39	4.77	10.58	3.71	13.75	7.96	13.16	7.89	16.24	8.55
	Rural	14.70	11.23	10.02	6.97	10.51	6.84	10.76	6.70	9.43	5.17	10.58	6.48
	Total	14.03	10.62	11.36	5.92	10.54	5.92	12.30	7.49	10.33	6.12	12.45	7.67
How Long at this School?	Urban	4.10	3.36	6.25	3.97	2.69	1.93	3.94	2.6	4.61	2.6	6.21	8.33
	Rural	4.78	3.55	4.63	3.42	4.23	3.36	5.08	3.28	4.28	2.49	4.11	2.93
	Total	4.41	3.45	5.55	3.81	3.72	3.05	4.56	2.98	4.36	2.50	4.78	5.34
How many Periods per Week?	Urban	31.96	10.71	20.45	6.61	21.44	11.37	21.58	9.55	20.72	8.17	26.00	11.15
	Rural	40.96	13.09	38.80	15.87	34.69	12.20	34.36	8.59	30.35	13.81	42.49	16.58
	Total	36.03	12.61	28.52	14.75	30.06	13.45	27.84	11.10	28.01	13.30	37.05	16.86

It can be seen from Table 9 that with the exception of Nsanje district, teachers in urban schools had served longer than those in rural schools in all the other districts. Teachers from urban schools in Nkhata-bay were the longest serving group while teachers from the rural schools of Nsanje were the longest serving group by location. But Nsanje in general had the largest variations for both urban and rural schools. It can be concluded from the above that in terms of teaching experience of their teachers, urban schools are at an advantage.

The analysis in terms of period of stay at current school showed mixed results. For Nsanje, Machinga and Ntchisi, rural teachers had stayed longer than those in the urban schools and the reverse was true for urban teachers in the other districts. Major differences between urban and rural occurred in Thyolo, Machinga, Mchinji and Nkhata-bay. Overall, Nkhata-bay had the largest variation between urban and rural schools.

The disadvantage of rural schools was exposed even more when teachers' characteristics was examined by work load. In all the districts, the work load for rural school teachers was by far greater than that of teachers from urban schools. The greatest differences were from Thyolo, Nkhata-bay, Machinga and Mchinji. Teachers from the rural areas of Nkhata-bay seem to be the most disadvantaged as exhibited by the largest variation of 16.58 standard deviation seconded by rural teachers from Thyolo, Ntchisi and Nsanje. It would seem then that teachers from the rural areas of the six pilot districts are lesser stable, lesser experienced and work with a heavier workload than their counterparts in the urban areas. Female teachers in urban schools seen to be the most privileged.

It should also be pointed out that when these differences were subjected to a Chi-square statistical test to find out if these differences were had any association with sex, the differences between location of school and teacher sex, workload and sex and academic

qualification by sex were very significant at the 1% confidence level indicating that we can be 99% of the times sure that these differences were not by chance.

SECONDARY SCHOOL TEACHERS

We now turn to the presentation of the analysis of the secondary school teachers. As noted above, a total of 449 teachers were sampled from the secondary schools. Table 10 below gives details of these teachers.

Table 10: Teacher Distribution by Sex and District

Your Sex * Name of District Crosstabulation

			Name of District					Total	
			Nsanje	Thyolo	Machinga	Mchinji	Ntchisi		Nkhata Bay
Your Sex	Male	Count	77	67	64	74	40	55	377
		% within Name of District	88.5%	81.7%	84.2%	82.2%	83.3%	83.3%	84.0%
	Female	Count	10	15	12	16	8	11	72
		% within Name of District	11.5%	18.3%	15.8%	17.8%	16.7%	16.7%	16.0%
Total		Count	87	82	76	90	48	66	449
		% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

The information in Table 10 shows that there were even lesser female teachers at the secondary school level where only 72 (16%) of the 449 teachers were female. The least female representation came from Nsanje where only 11.5% were female and the highest representation was from Thyolo where females were 18.3% of the total.

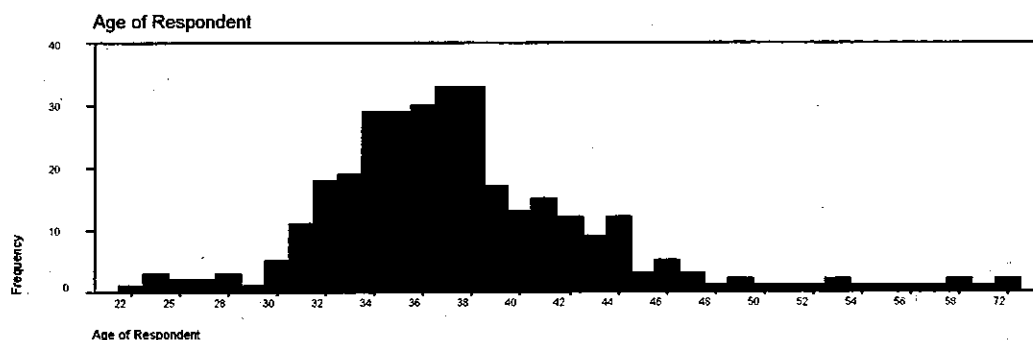
Next is the age of the secondary school teachers. This information is displayed in table 11 below.

Table 11: Mean Age of Secondary School teachers

Sex	Nsanje		Thyolo		Machinga		Mchinji		Ntchisi		Nkhata-bay		Total	
	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
Male	37.74	5.21	38.32	7.09	37.09	5.88	36.39	5.80	40.64	6.61	39.15	6.74	38.08	6.72
Female	36.20	4.13	37.07	7.43	35.55	4.34	35.50	5.90	34.50	5.75	32.25	3.40	39.72	5.58
Total	37.53	5.07	38.09	7.12	36.36	5.60	36.24	5.77	39.45	6.83	38.42	6.78	37.63	6.21

The mean age of the secondary school teachers was 37.63 years with a median age of 37 years. Their ages ranged from 22 to 72 years. This information is graphically represented by figure 2 below. The oldest group of teachers came from Ntchisi (especially men at 40.64) seconded by Nkhata-bay and then Thyolo. And the youngest group of secondary school teachers came from Mchinji. Thyolo had the largest variations in the ages of the teachers. What is obvious from the information about teacher mean ages of teachers is that there was no major difference in the ages of primary and secondary school teachers; an indication of the massive number primary school teachers in our secondary schools.

Figure 2: Age Distribution of Secondary School Teachers



It can be noted from the figure above that just like the case with the primary school teachers, the majority of the secondary school teachers are in the age range of 32 to 41 years. This means that both primary and secondary schools in Malawi are being manned by relatively young teachers and the worry arising from this scenario is that these are also the ages heavily affected by the HIV/AIDS pandemic hence the pressure on districts exerted by too many funerals as many teachers die².

Table 12 below displays the information about the secondary schools teachers in terms of their marital status.

Table 12: Marital status of Secondary School Teachers

Your Sex * Name of District * Marital Status Crosstabulation

Marital Status			Name of District						Total	
			Nsanje	Thyolo	Machinga	Mchinji	Nichisi	Nkhata Bay		
Married	Your Sex	Male	Count	74	63	60	65	39	53	354
		% within Name of District	81.4%	87.5%	85.7%	87.8%	84.8%	91.4%	88.3%	
	Female	Count	7	9	10	9	7	5	47	
		% within Name of District	8.6%	12.5%	14.3%	12.2%	15.2%	8.6%	11.7%	
Total			Count	81	72	70	74	46	58	401
			% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Single	Your Sex	Male	Count	3	4	4	8	1	2	22
		% within Name of District	50.0%	57.1%	100.0%	72.7%	50.0%	40.0%	62.9%	
	Female	Count	3	3		3	1	3	13	
		% within Name of District	50.0%	42.9%		27.3%	50.0%	60.0%	37.1%	
Total			Count	6	7	4	11	2	5	35
			% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Other	Your Sex	Male	Count				1			1
		% within Name of District				20.0%			8.3%	
	Female	Count		2	2	4		3	11	
		% within Name of District		100.0%	100.0%	80.0%		100.0%	91.7%	
Total			Count		2	2	5	3	12	
			% within Name of District		100.0%	100.0%	100.0%	100.0%	100.0%	

It can be noted from the table above that out of the 401 teachers who were married, only 47 (11.7%) of them were female. There were a total of 47 teachers who were not married and 24 of them were female. This represented 33.6% of the female teachers while only 6.1% of the male teachers were not married. Mchinji had the most of those who were not married (16). It

² During the DEPs updating exercise at MIM, the Mchinji DEM reported that in the month of October, the district had lost 8 teachers and another 9 were lost the following month.

can be seen here that just like the primary school teachers, male secondary school teachers were more stable in terms of marital status.

The next Table (13) displays information about the secondary school teachers in terms of their academic qualification. Ideally, teachers in Malawi secondary schools are supposed to have either a diploma obtained after three years of university education or a degree.

Table 13: Academic Qualification of Secondary School teachers

Your Sex * Name of District * What is your highest education qualification Crosstabulation

What is your highest education qualification			Name of District						Total	
			Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay		
JCE	Your Sex	Male	Count		1					1
		% within Name of District		50.0%						50.0%
	Female	Count		1					1	
	% within Name of District		50.0%						50.0%	
Total	Count		2					2		
	% within Name of District		100.0%					100.0%		
MSCE	Your Sex	Male	Count	53	49	37	36	24	46	245
		% within Name of District	94.6%	81.7%	78.7%	85.7%	85.7%	83.6%	85.1%	
	Female	Count	3	11	10	6	4	9	43	
	% within Name of District	5.4%	18.3%	21.3%	14.3%	14.3%	16.4%	14.9%		
Total	Count	56	60	47	42	28	55	288		
	% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		
Diploma	Your Sex	Male	Count	21	14	18	26	13	7	99
		% within Name of District	75.0%	82.4%	90.0%	76.5%	81.3%	77.8%	78.8%	
	Female	Count	7	3	2	8	3	2	25	
	% within Name of District	25.0%	17.6%	10.0%	23.5%	18.8%	22.2%	20.2%		
Total	Count	28	17	20	34	16	9	124		
	% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		
Degree	Your Sex	Male	Count	3	3	9	12	3	2	32
		% within Name of District	100.0%	100.0%	100.0%	85.7%	75.0%	100.0%	81.4%	
	Female	Count				2	1		3	
	% within Name of District				14.3%	25.0%		6.6%		
Total	Count	3	3	9	14	4	2	35		
	% within Name of District	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		

It is obvious from the table above that the secondary schools in the six pilot district are stocked with teachers who do not have the credentials to teach at the secondary school level. A total of 288 (64.1%) teachers were MSCE holders while only 124 were diplomats and only 35 were degree holders. The majority of MSCE holders came from Thyolo while majority of those with degrees came from Mchinji. Mchinji also had the majority of teachers with diplomas. In terms of sex, while it is noted that 3 out of the 35 teachers with degrees were female, this represented only 4.2% of the female teachers. On the other hand, the 32 male teachers with degrees represented 8.5% of the male teachers. At diploma level, the 25 female teachers represented 34.7% of the female teachers while there were 58.3% of them with MSCE. It should also be observed that there were two teachers from Thyolo who were teaching at secondary school level with only JCE qualification.

We now turn to the current teaching post of the secondary school teachers. Table 14 displays this information

Table 14: Current Teaching Post of Secondary School Teachers

Post	Sex	Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata-bay
TT	Male	1					
	Female						
PT4	Male	24	30	16	20	5	15
	Female	1	3	3	4	1	3
PT3	Male	21	19	16	10	10	22
	Female	3	6	6	2	2	6
PT2	Male	11	2	2	1	6	3
	Female		2			1	
PT1	Male					1	
	Female						
PO	Male	16	8	22	27	10	8
	Female	6	3	3	6	2	2
P8	Male	3	3	2	3	2	
	Female				2	1	
PT7	Male	1		1	1		
	Female						
PT6	Male	1	5	4	3	3	2
	Female				1		

As was expected, the majority of the secondary school teachers are teaching in secondary schools while holding primary school teaching posts. What has happened is that with the expansion of the secondary sub-sector, there has been a critical shortage of qualified secondary school teachers. Consequently, the CDSSs have been heavily staffed by a lot of primary school teachers who do not have an academic qualification to teach at secondary schools. From Table 15 below which shows the teaching qualification which these teachers possessed, it can be observed that 283 (63%) out of the 449 teachers had only a primary school teaching qualification. Only 120 (31.2%) of them had a secondary school teaching qualification. Another observation which should be made from Table 14 above is that out of the 35 teachers in the super scale (P8-P6), only 3 (8.6%) of them were female teachers. This means that just like the primary school teachers, female teachers in secondary sector enjoy limited opportunities for promotion.

The next teacher characteristic to be discussed is the current teaching post of the secondary school teachers. This information is displayed in Table 15 below as indicated above.

Table 15: Teaching Qualification of Secondary School Teachers

Your Sex * Name of District * Teaching qualifications Crosstabulation

Count			Name of District						Total
Teaching qualifications			Nsanje	Thyolo	Machinga	Mchinji	Ntchisi	Nkhata Bay	
No Teaching Qualification	Your Sex	Male	3		3	4	1		11
		Total	3		3	4	1		11
Primary Teaching Qualification	Your Sex	Male	52	50	37	35	22	45	241
		Female	3	12	10	6	4	7	42
		Total	55	62	47	41	26	52	283
Secondary Teaching Qualification	Your Sex	Male	18	13	23	33	15	10	112
		Female	7	3	2	10	2	4	28
		Total	25	16	25	43	17	14	140
Educational Administration and Curriculum Studies	Your Sex	Male	1	4	1	2	1		9
		Total	1	4	1	2	1		9
Diploma in Agriculture	Your Sex	Male	2						2
		Total	2						2

Table 15 above also shows that 283 of the secondary school teachers had only primary teaching certificates. Only 140 teachers had the appropriate teaching qualification. The majority of the teachers (62) with only a primary teaching certificate came from Thyolo seconded by Nsanje (52). A good number of them (11) were also teaching without any teaching certificate.

Just like with the primary school teachers, there were other teacher characteristics which were also examined. These were the length of service, the length of stay at present school and the work load as measured by the number of teaching period per week. The results of the analysis are displayed in Tables 16 and 17 below.

Table 16 : Other Teacher Characteristics by Sex

Issue	Sex	Nsanje		Thyolo		Machinga		Mchinji		Ntchisi		Nkhata-bay	
		Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
How Long have you been Teaching?	Male	12.49	5.79	12.15	3.51	10.55	4.65	11.80	7.47	12.19	5.91	12.48	5.90
	Female	13.70	3.92	13.64	5.96	10.83	4.26	13.56	7.28	11.75	5.95	10.64	5.53
	Total	12.63	5.60	12.41	4.03	10.59	4.57	12.12	7.43	12.11	5.85	12.47	5.61
How Long at this School?	Male	3.63	2.07	5.16	2.88	3.14	1.96	2.85	1.42	4.29	2.64	2.63	2.58
	Female	3.80	1.81	4.79	3.19	4.17	2.44	3.07	1.94	2.75	0.89	5.00	2.93
	Total	3.65	2.03	5.09	2.92	3.32	2.07	2.89	1.52	4.03	2.50	3.87	2.68
How many Periods per Week?	Male	22.65	6.62	17.89	6.49	20.69	5.93	19.08	5.33	19.11	4.04	21.51	8.91
	Female	18.10	2.85	15.80	9.31	19.42	3.80	17.37	4.96	18.12	5.08	17.09	5.79
	Total	22.13	6.46	17.49	7.05	20.49	5.65	18.78	5.28	19.93	4.20	20.77	8.60

Table 16 above shows that while Nsanje had the most experienced teachers, there were no major differences in the other districts in the period the teachers had been teaching. Machinga was the exception with a lesser mean of 10.59 years of teaching experience. In four of the six districts, women had served longer as teachers than men. There were greater variations in length of service for Mchinji teachers. In terms of stability at school, it can be seen that teachers in Thyolo were more stable and in four of the districts, female teachers had stayed longer at their current school than male teachers. As for the teachers' workload, Table

16 indicates that Nsanje teachers were teaching more than the rest. However, in terms of sex, it can be noted that just like teachers at primary school level, male secondary school teachers had a heavier workload than their female counterparts in all the six districts. Nkhata-bay district had the largest variations in terms of workload of teachers and major differences in workload between male and female teachers were in Nsanje and Nkhata-bay.

It was decided that instead of analyzing the above three characteristics by urban, it was better to do such an analysis by academic qualification of the teachers because there were no major differences in terms of location of the secondary schools. The main intention was to see how the system was treating the many unqualified teachers in the secondary schools. Table 17 below has the results of the analysis.

Table 17 : Other Teacher Characteristics by Qualification

Issue	Qualification	Nsanje		Thyolo		Machinga		Mehringi		Ntchisi		Nkhata-bay	
		Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
How Long have you been Teaching?	MSCE	12.20	4.59	12.40	7.72	11.06	3.39	11.37	3.79	12.79	5.48	12.89	5.89
	Diploma	13.50	7.43	12.63	4.77	10.35	5.67	13.91	8.62	12.69	6.03	11.00	2.12
	Degree	12.67	2.89	9.00	5.57	8.67	6.89	10.00	11.71	5.13	5.71	7.50	7.78
How Long at this School?	MSCE	3.71	1.88	5.07	2.31	3.71	2.16	3.13	1.38	4.71	2.19	4.00	2.85
	Diploma	3.71	2.38	3.50	1.65	2.44	1.65	2.84	1.42	3.25	2.89	3.67	1.50
	Degree	2.00	0.00	9.00	5.57	3.00	1.90	2.18	2.09	2.38	1.25	1.50	0.71
How many Periods per week?	MSCE	21.95	6.43	16.25	5.21	20.55	4.68	16.50	4.74	17.85	2.96	21.40	9.14
	Diploma	22.14	6.77	20.72	10.45	21.20	6.69	20.67	5.24	20.00	5.33	17.78	4.52
	Degree	25.33	4.62	23.67	10.26	18.56	7.84	21.14	4.28	22.00	4.90	17.00	1.41

The table shows that the many primary school teachers with only MSCE had not in general served any longer than the other teachers. This means that in addition to lacking academic base on which to teach, they were also no better in terms of experience. In five of the six districts, degree holders had been in service shorter than the rest of the teachers. This was particularly true for Ntchisi district. It may also not be surprising that these degree holders were also less stable in terms of length of stay at their current school. While there were no major differences in the workload across the districts and indeed by their qualification, it may be noted that in Nkhata-bay, teachers with only MSCE had a heavier load than the rest; an indication that as primary school teachers get moved into the secondary schools, they are treated just like fully qualified teachers.

BRIEF DISCUSSION OF THE RESULTS

In order to understand the results above, it is better to put them into the context of teacher education in Malawi. Since independence in 1964, Malawi's teacher education system has faced major challenges and some of these challenges include:

Lack of Clear Teacher Education Policy and Strategic Plan

Malawi's teacher education system has been characterized by a lack of solid policy and clear strategic plan to address overwhelming demand due to rapid expansion of primary and secondary school sub-sectors. And the introduction of free primary education made thing worse.

Low Institutional Output of Teachers

Despite the increased number of institutions participating in the training of teachers, the total output has remained at less than 400 teachers annually due to limited bed space, lack of financial support, less attractive teacher education development programmes, and skilled personnel.

Critical Shortage of Qualified Primary and Secondary School teachers

The quality of primary and secondary education is poor due to increased number of unqualified teachers in both the primary and secondary sub-sectors. Summarizing their results on insights into Practice and Policy of teacher education in Malawi, Kunje, Lewin and Stuart made the following observation:

The analysis of the qualities of MIITEP trainees highlights that ... trainees have high average ages for initial training, come from diverse socio-economic backgrounds often with limited cultural capital, have low levels of educational achievement, in many cases no more than Junior Certificate, and are not conspicuously proficient in the medium of instruction. Almost all had substantial experience as untrained teachers. Trainees' experience of primary schooling, and their perspectives on effective teachers and the teaching profession, suggested fairly restricted images of pedagogy and limited engagement with new ways of conceptualizing relationships between teachers and learners in the primary school. Trainees often undervalued their experience as untrained teachers, as if their practical knowledge was subordinate, if not irrelevant, to the task of acquiring formal status as a trained teacher (p:5).

Poor Working environment

The working environment for both primary and secondary schools, especially Community Day Secondary Schools are generally not conducive, and hence, this affects effective delivery of education. For instance, many primary schools do not have desks, as well as teaching and learning materials. In addition, many teachers live in houses that do not seem to be suitable for their grade. Similarly, many Community Day Secondary Schools (CDSSs) do not have adequate classrooms and there are no laboratories and other infrastructure such as pit latrines.

Low Morale

In view of the challenging teacher environment, scarce teaching and learning materials, large classes, unclear career paths, limited incentives, and the public's negative attitude towards teachers, the majority of the teachers have become less and less committed to their work.

Lack of the Teacher Education Coordinating Body

One of the factors contributing to poor quality of education is lack of Teacher Education Coordinating Body that will be mandated to link the Ministry of Education, Science and Technology, Universities, and training institutions in order to produce a qualified, dedicated, and flexible teaching force. There seem to be a deadlock in term of direction regarding how government can effectively produce teachers for its schools

Increasing Attrition Rates

There has been high rate of teacher attrition, contributing significantly to the current shortage. The major causes of attrition rates are retirement and death. In 1993, the retirements were particularly high because the Government enforced the mandatory retirement age. Between 1995 and 1999, attrition numbers shot up significantly. Death is the main cause of attrition among temporary teachers, accounting for 85%-98% of total attrition. It is important to note that this group mainly comprises young Malawians below the age of 50. Almost 10% of death cases in MoEST between 1995 and 2000 could be HIV/AIDS related (task force Report 2002).

The PIF and MPRSP give indications on the target rates and target dates which guide the projections of teachers. According to the PIF and MPRSP, the following are the targets which address issues of access, equity, quality, relevance, management planning and financing of the primary school and primary teacher training sectors:

- Qualified Teacher pupil ratio targeted at 1:80 by 2007 and at 1:60 by 2012;
- Repetition rates to drop from 15% in 1997 to 5% in standards 1 to 7 and to 10% in Standard 8;
- Dropout rates to be reduced to 5% by 2012; and
- Annual attrition of teachers to be 9% in 1999 and remain in 2004

With an attrition rate of 11 per cent, the current situation shows that the government target may not be able to reach these targets. Indeed according to Kunje, Lewin and Stuart (2002),

teacher migration due to the increased number of public and private secondary schools, attrition due to HIV/AIDS, and expansion in the size of the school age cohort have all contributed to increased demand (for teachers). Up to 10,000 teachers a year are needed to meet demand if PIF targets are to be met. ... These levels of demand for new teachers can only be met by maintaining recruitment of JC holders..... If PIF and International Development Targets to which the Government of Malawi is committed are to be met, this requires high volume training for primary school teachers (p:18)..

Thus, although the task force on teacher education recommended that the minimum qualification for entrance into the teaching profession should be a MSCE, the evidence rendered in this profiling exercise and indeed elsewhere shows that such a target may not be achieved in the near future. The system is still recruiting JCE holders as permanent teachers for the primary schools and will continue to depend on JCE graduates for some time to come. And in their description of teachers characteristics Coultas and Lewin (2002) observed that “ about 42% of MIITEP trainees are female. They are drawn from the ranks of untrained teachers who constitute perhaps half of all teachers .. Most (65%) have been junior Certificate holders (two years secondary), though the policy is to recruit MSCE holders (p: 245).

The evidence above has also supported the fact that with the opening of Community Day Secondary Schools (CDSSs), the secondary school sub-sector is currently experiencing

critical shortage of qualified secondary school teachers. The CDSSs have been heavily staffed by a lot of primary school teachers who do not have an academic qualification to teach at secondary schools. As a result, these primary school teachers require a lot of support to teach secondary school content. However, there has been very limited teacher development programmes aimed at enriching both the trained and untrained teachers at secondary school level. Worse still, the current teacher orientation in the new curriculum was not only limited in scope but also grossly inadequate in depth. Even though under the new curriculum new subjects such as physical education and science and technology have been introduced, these subjects do not have qualified teachers as provider institutions have inadequate capacity to train teachers in all the twenty-two (22) subjects (Task Force 2002).

A report by the Center for Educational Research and Training of the University of Malawi on the conditions of schooling in Malawi observed that:

Closely related to the problem of the inadequacy of teachers is the problem of lack of qualified teachers. Nationally, many teachers remain untrained with many more possessing low qualifications. In all schools, participants expressed concern with the prevalence of untrained teachers. Participants, especially parents, lamented the lack of professional expertise and support to plan and teach lessons effectively. The problem is so serious and so well acknowledged that it was not uncommon for participants to attribute the low mastery levels and dismal performance of their children to the under qualified teachers. It is indeed worrisome to note that a large majority of teachers, including head teachers remain untrained. It is small wonder that many of the reform recommendations and innovation continue to make little impact, if any on the primary education sector.

It is obvious that when the Government made its famous ad-hoc decision to introduce the free primary education in 1994 this led to tremendous increase in enrolment, which in turn, created the high demand for primary school teachers. However, this policy has contributed to poor quality of education because the Government recruited untrained and unqualified primary school teachers to address the high demand. Apart from this, the declaration of free primary education also put pressure on the demand for secondary education. To address this, the Government of Malawi took a bold step by turning all Malawi College of Distance Education Centres (MCDEs) into Community Day Secondary Schools (CDSSs) and has also been constructing new secondary schools. However, as a stop gap measure, the best primary school teachers have been taken to occupy positions of secondary school teachers without training. Hence, this practice of taking away best teachers from primary school and putting them in secondary school has further weakened both primary and secondary sub-sectors. As a result, the quality of both primary and secondary education has seriously been compromised. It is not surprising that recent studies (SACMEQ) and indeed examinations results have shown dismay pictures of the levels of achievement by our pupils especially those in rural areas.

Generally, the education system in Malawi has been characterised by having many unqualified and under qualified teachers and inadequate number of qualified teachers, in both primary and secondary schools. Worse still, the existing teachers in the system are not well managed and utilised.

The government set up a Teaching Service Regulations (2001) that comprehensively addresses conditions of service for teachers. According to a report by the task force on teacher education in Malawi, there has been a remarkable improvement on deployment of teachers' career path. There are two definitive career path and these include: (i) career path that targets the classroom teachers; and (ii) career path that targeted school administrators. According to this report the current career path favours school management to classroom teaching. The report went on to say that to strike a balance between the two types of career paths, the government should improve the conditions of service. *Specifically, it is necessary to create more senior posts for the classroom teacher to enhance teacher professionalism, and hence, boost teacher morale* (p: 22). The evidence above has demonstrated that the government of Malawi has a great deal of work to do in that direction.

A recent study by the CSCQBE (2003) observed that efforts to address the issues of retention and progression between the various different grades, particularly the declining trends from standard 1 to 8 need to be strengthened. Concerted action to remove discrepancies in allocations between urban and rural areas, evident particularly in the progression rates, pupil teacher ratio, the number of qualified teachers, and the delivery of teaching and learning materials should be made. This report went further to observe that one important point to emerge from the analysis is that a greater proportion of teachers in rural areas are unqualified than in urban areas.

While slight progress appears to have been made in addressing pupil-teacher ratios, more needs to be done. In particular, the inequitable distribution of teachers across the country is of concern to the coalition, especially if children in rural areas are to be given the same opportunity to access quality education as children in urban areas. Initiatives to rectify this imbalance must be part of the focus of government action in the future (p: 13).

This is exactly what the profiling exercise above has revealed. Rural schools are disadvantaged in terms of proportion of female teachers, in terms of proportion of trained teachers, in terms of workload as well as in terms of experience of teachers in comparison with urban schools. It must be stressed that the larger disparities in resource distribution between rural and urban areas is counter to the overall objectives of the free primary education policy. And the fact that more rural school pupils do not progress to higher standards (CSQBE 2003) demonstrates that while the FPE was instituted as a tool in the tempts at alleviate poverty in Malawi, the realization of such objectives remains remote for the majority of the Malawian population.

One of the contributing factors to the imbalance in pupil teacher ratios between urban and rural areas is the number of women teachers who are present in urban areas. These results highlight the fact that it is important to continue to improve the terms of service for teachers, including incentives for women teaching in rural areas. Attracting female teachers to rural areas has a further advantage in that they serve as role models for girls in these areas. The evidence quite clearly shows that while women account for almost 45% per cent of teachers in the sampled schools, they only account for 31.55% of the teachers in rural areas.

The status of women teachers in the teaching service needs to be seriously looked at. These have been found to be lagging behind on many counts. To improve their situation, there is need for a two-pronged approach – firstly, more incentives for them to work in rural areas are needed, while at the same time greater promotion opportunities need to be provided. The situation where only one in four teachers in higher grades is a woman, needs rectification (CSCQBE 2003).

CONCLUDING REMARKS

The most severely inadequate resource in Malawian schools is the teacher. Teachers are lacking in Malawi schools both in quantity and quality. Despite the creation of the Department for Teacher Education, Malawi is not able to produce the teachers needed to meet the demands in our schools. As seen above, our schools are staffed by inadequate and poorly prepared teachers. Further, the management of the available few teachers also leaves a lot to be desired as the education sector is marred by so many problems. Posting of teachers to schools has always favoured the urban areas and this creates a very wide gap in teacher pupil ratios between the two areas. In addition female teacher distribution has also favoured the urban areas rendering efforts to enrol more girls in rural areas futile. Despite recent attempts to increase their salaries and conditions of service through house allowances, the morale of the average teacher is still low. *We seriously urge all concerned Malawians to put their heads together and determine the future of teacher education in the country .It really puzzles the many of us to see that we are not able to fully utilise the existing TTCs. For sure, our efforts to achieve EFA will not bore fruits if we do not have a system that can produce the right quantity and quality of teachers. These are key to the teaching learning process. There is also the need to invest in aggressive and periodic in-service training for teachers to make them resourceful in producing teaching and learning materials using locally available materials.*

Malawi's primary schools are faced with a range of critical problems. Unless the quality of teaching improves, Malawi is unlikely to reverse the pattern of repetition and dropouts. The MoE needs to think seriously about what constitutes a school and indeed what constitutes education. Having two thirds of the secondary teachers with only MSCE is a very unhealthy situation. Malawi needs to set minimum acceptable educational standards for the country and to identify the resources needed to achieve quality educational goals. But quality improvements will depend on the motivation and morale of the teachers who are responsible for implementing FPE and the many other innovations. Currently, the realities of the classroom and other school conditions dampen that morale and motivation.

The implementation of education policies at the local level depends on the regulatory structures and policy frameworks provided by the higher levels and on the adequacy of the school management that converts these aspirations into reality. In the absence of training, incentives and support, teachers cannot perform their job and simply neglecting them is counter to the achievement of FPE objectives. While teacher education is critical to the achievement of universal access to effective primary education, the evidence has shown that

teacher supply remains the main constraint on both the achievement and sustainability of the education for all agenda.

DATA-IX

NIPDEP Report on Indonesia REDIP Visit

**THE NATIONAL
IMPLEMENTATION PROGRAM
FOR DISTRICT EDUCATION PLANS
(NIPDEP)**

**REPORT
ON
INDONESIA REDIP VISIT**

JULY 2004

KRI INTERNATIONAL CORP.

**THE NATIONAL IMPLEMENTATION PROGRAM FOR DISTRICT EDUCATION PLANS
(NIPDEP)
REPORT ON INDONESIA REDIP VISIT**

CONTENTS

1. OVERVIEW OF THE STUDY TOUR (JOB MWAMLIMA)	1
1.1 INTRODUCTION	1
1.2 OBJECTIVES OF THE VISIT	1
1.3 BACKGROUND OF REDIP	1
1.4 PLACES VISITED	2
1.5 NATURE OF DISCUSSIONS	2
2. LESSONS LEARNED FROM INDONESIA REDIP	3
2.1 LESSONS ON POLICY ISSUES AT CENTRAL MINISTRY LEVEL (MACLEAN ZIBA)	3
2.1.1 Policy issues in decentralization of education in Malawi	3
2.1.2 Decentralization policy in Indonesia	4
2.1.3 Differences and similarities	6
2.1.4 Lessons learned	6
2.2 LESSONS ON EDUCATION ADMINISTRATION AND MANAGEMENT ISSUES AT LOCAL GOVERNMENT LEVEL (CYPRIANO TAMBALA)	7
2.2.1 Education administration issues alongside NIPDEP projects at local government level in Malawi	7
2.2.2 Education administration in Central Java, Indonesia	13
2.2.3 Differences and similarities	16
2.2.4 Lessons learned	17
2.3 LESSONS ON PROJECT MANAGEMENT AND IMPLEMENTATION AT SCHOOL LEVEL (GEORGE NGAIYAYE)	18
2.3.1 School level management and implementation in Malawi	18
2.3.2 School level management and implementation of REDIP in Indonesia	19
2.3.3 SIMILARITIES AND DIFFERENCES BETWEEN NIPDEP AND REDIP	20
2.3.4 LESSONS LERNE	21
2.4 LESSONS ON PROJECT PLANNING, MANAGEMENT, AND IMPLEMENTATION (DYCE NKHOMA) 21	
2.4.1 Project planning, management, and implementation in REDIP	21
2.4.2 Differences and Similarities - COMPARING REDIP 2 WITH NIPDEP 2	23
2.4.3 LESSONS LEARNED	23
3 CONCLUSION AND RECOMMENDATIONS (GRACE MILNER)	25
3.1 CONCLUSION	25
3.2 RECOMMENDATIONS	25
APPENDIX 1 MAP OF PROJECT REDIP SITES	27
APPENDIX 2 OUTLINE OF INDONESIA REDIP VISIT	28
APPENDIX 3 LIST OF PERSONS VISITED	29
APPENDIX 4	30

1. OVERVIEW OF THE STUDY TOUR (Job Mwamlima)

1.1 Introduction

JICA is implementing an education programme in Indonesia known as Regional Educational Development and Improvement Programme (REDIP). REDIP is implemented in two out of forty-four provinces in Indonesia, which are Central Java North Sulawesi (Refer Appendix 1 for REDIP Pilot Project Sites). Two regencies in each of these provinces have REDIP pilot projects.

JICA in Malawi is also carrying out a similar programme known as 'The National Implementation Programme for District Education Plans (NIDEP) in six pilot districts in Malawi, one in each Education Division. In both of the above cases JICA is implementing these projects through its consultants, the REDIP team in Indonesia and NIDEP Study Team.

JICA through its Consultants, KRI International, organized a study tour to REDIP sites in Indonesia for eight members participating in NIDEP (refer to Appendix 2, Outline of Indonesia REDIP Visit) from both Ministry of Education and the NIDEP Study Team.

1.2 Objectives of the Visit

The visit was a study tour by its connotation. There were three main objectives of the trip in addition to other issues that the group may have come across. These objectives were:

- (1) To understand REDIP objectives, strategies and activities: and to learn from any similarities and differences between REDIP and NIDEP.
- (2) To discuss with REDIP teams, local government, local consultants, school committees and school members of staff, staff in order to search for an ideal way of project planning, implementation and financial management at school level.
- (3) To discuss with central and local government in order to understand the implementation process and administration of decentralization policy, the role of schools, constraints, facilitating factors, etc in Indonesia.

1.3 Background of REDIP

Like NIDEP, the overall objective of REDIP is capacity building for professional, the community and schools in order to enhance and reinforce the decentralization policy the respective countries.

In doing this REDIP carries out activities in areas of professional development for school staff community empowerment and school improvement in junior secondary schools in the selected Kabupaten / Regencies/ Districts and sub- districts of the targeted provinces. Refer Appendix 3 for the Administration structure)

REDIP I was formulated and implemented for two and half years (March 1999 to September 2001). REDIP II is being implemented for three years, from January 2002 to January 2005. REDIP II is actually implementing outputs from REDIP I.

Components of REDIP II projects are as follows:

- (1) Component A (for sub-districts): a compulsory component for sub-district committees for the Improvement of Junior Secondary Education (TPK)
- (2) Component B (for schools), (same menu for sub-districts), ie
 - (i) Menu 1: Problem - solving training for Principals.
 - (ii) Menu 2: Activating subject Teachers' Study Groups
 - (iii) Menu 3: Improving Textbook Distribution and Management
 - (iv) Menu 4: Activating Parents' Association
 - (v) Menu 5: Block Grant for schools.

1.4 Places Visited

The visiting team from Malawi carried out visits of and discussions at the following offices and schools (Appendix 4 provides details of the schedule of visit):

- (1) Ministry of National Education (MoNE), where discussions were held with REDIP team members (Mr. Shin Tanaka conducted the briefing), the Directorate of Basic Education, and the Director General of Education (SEST in Malawi)
- (2) Central Java provincial office and to two Regents, Brebes and Pekalongan, and discussions were held with respective local governments there.
- (3) Four Junior Secondary Schools, as project sites, where discussions were held with School Committees and other community leaders as well as School staff members. In these schools the team was also conducted around the school to see the activities and products of REDIP II

1.5 Nature of Discussions

During the visits discussions and observations were centred around issues of

- (1) Decentralization policy and practice
- (2) Management and administration
- (3) Financial management, accountability and transparency,
- (4) Impact of REDIP on different levels of the system and the country as a whole
- (5) Successes and shortfalls of REDIP and their contributing factor.

Discussions were in the form of speeches / presentations from both the home teams and the visiting team, question and answer in line with the areas outlined above, and one-to-one discussions with teachers and other members who could converse in English. All through, the Malawi visiting team was accompanied by some of the consultants. The consultants were interpreters, as most Indonesians do not speak English. Separate meetings were held with these consultants as well for two times. A list of these consultants has been provided in Appendix 5.

A concluding meeting was held with consultants in Semarang to 'fill in' any gaps that may have been identified by the Malawi visiting team in their own discussions and what ever needed clarification.

2. LESSONS LEARNED FROM INDONESIA REDIP

2.1 Lessons on policy Issues at Central Ministry Level (Maclean Ziba)

The challenges in Indonesia in the education sector are similar to those faced by the Ministry of Education in Malawi. The challenges include:

- (1) Quality of education: - low quality of education in the country.
- (2) Equity in Education - diversity in the provision of education for example rural versus urban, boys versus girls' public schools versus Muslim and private schools special needs education.
- (3) Financing of education - financial policies and this impact on different schools.
- (4) Access to education - distribution of schools and resource allocation.
- (5) Administration and Management of the education system - decentralized of Administration.
- (6) Planning - participatory planning
- (7) Human Resource Development - training of teachers and teacher development

2.1.1 Policy issues in decentralization of education in Malawi

The policy of decentralization in Malawi empowers the districts to fully participation in planning implementation and monitoring and evaluation of programme projects. On education the districts are mandated to oversee and execute the activities under primary education and distance learning. The context of decentralization spells out the component that the district shall handle and these include:

- a. Teaching and learning.
- b. School administration and management
- c. Financial identification and management.
- d. Teacher deployment
- e. School development
- f. Quality assurance
- g. Community mobilization and sensitization
- h. Project planning implementation and management

The administration of primary education and distance learning falls under the Ministry of Local Government. Decentralization of Education in Malawi meets a number of challenges and some of which are:

- a. Capacity at the Micro levels e.g. district, zone and school levels.
- b. Financial constraints
- c. Attitudes towards the concept of decentralization.
- d. Partial decentralization as opposed to full decentralization
- e. Political commitment

To redress some of the challenges the Malawi Government under the Ministry of education and Human Resources is executing a programme, which is supported and financed by Japanese Government. The programme area of jurisdiction is capacity building in the parameters of:

- a. Financial Management

- b. Administration and management of projects
- c. In-service training of teachers and school committees
- d. Procurement
- e. Construction

The National Implementation of development Education Plans (NIPDEP) aims at developing professional managerial and technical skills at the micro levels. It also emphasizes on management Information System by documenting issues events recommendations and conclusions. Some of the documents of the project include:

- a. District Education Plans
- b. Reports (Progress and Activity)
- c. Implementation schedules
- d. Status reports of projects

Decentralization of Education in Malawi is gradual as some of the issues are still under the Ministry of education Headquarters jurisdiction such as:

- a. Policy formulation
- b. Quality control
- c. Teacher training (Pre-service)
- d. Curriculum development
- e. Secondary Education
- f. National Examination
- g. Planning and Evaluation
- h. Donor Coordination
- i. Procurement (teaching and learning materials)

2.1.2 Decentralization policy in Indonesia

The new policy of decentralization in Indonesia empowers the schools to actively participate in the delivery of basic education (6 years of primary education and 3 years of junior secondary education). The basic education falls under the ministry of home Affairs.

The new policy has curtailed the jurisdiction of the national Education office to perform the following issues.

- a. University Education
- b. Curriculum Development
- c. Quality assurance
- d. National examinations
- e. Research and Development
- f. Human Resource Planning
- g. Monitoring and Evaluation
- h. Coordination of donor activities
- i. Teacher training
- j. Financing of the schools.

The new policy of decentralization has brought changes in the administration of schools, which include:

- a. Local Governance
- b. Establishment of district education boards
- c. Introduction of school committees
- d. Enactment of 2001 local education act
- e. De-linking of special education to provincial level
- f. Introduction of block funding to the districts
- g. Targeting of 20 % of the government expenditure to education
- h. Introduction of REDIP programme to facilitate and enhance the decentralization process.

The Regional Educational Development and improvement Programme aims at:

- a. Designing and field-testing various interventions to expand and improve junior secondary education.
- b. Developing appropriate model for regional educational development and management.

The REDIP methodologies of achieving its objectives are through: -

- a. Decentralized public education administration system.
- b. School based management
- c. Community participation

The REDIP mandate is to accomplish a decentralized system of management, which upholds the following:

- a. Consultative Decision making
- b. Accountability
- c. Transparency
- d. Community participation
- e. Community contribution towards education development

The main activities of REDIP at school level are: -

- **Teacher In-service**
 - Formulating teaching syllabus
 - Contractual teaching and learning
 - Formulating implementing and evaluating the teaching processes
- **Community Empowerment**
 - Social campaigns
 - Awareness campaigns for quality education
 - Monitoring and Evaluation of the education quality and other activities
 - Volunteer teaching
- **Principal Forum**
 - Development of school master plan
 - Annual budgeting.
 - Knowledge ideas and experience sharing (professional building)
- **Students Activities**
 - Conducting competitions on subject mastery, sports and art.
 - Life skills activities

2.1.3 Differences and similarities

2.1.3.1 Differences

- (i) Malawi has decentralized its education to the district level while in Indonesia it is to the school level.
- (ii) Malawi has decentralized its primary education and distance learning while Indonesia has done it to basic education (primary and junior secondary education)
- (iii) In Malawi primary education and distance learning falls under Ministry of Local Government while in Indonesia basic education falls under Ministry of Home Affairs.
- (iv) In Malawi, education development is through the implementation of district Education Plans while in Indonesia, it is through the school master plans.
- (v) In Malawi, primary education is free and distance education's fees partly remain at school (open education) while in Indonesia, fees remain at school.

2.1.3.2 Similarities

- (i) Both countries are decentralizing their education systems for accountability and internal efficiency.
- (ii) Both countries face the challenge of quality education.
- (iii) Both countries have almost the same education implementation structure (organogram):

Malawi:

National □ Province □ District □ Sub-district □ School

Indonesia:

National □ Province □ District □ Sub -District □ School

- (iv) Both countries have a programme to facilitate capacity building in the context of decentralization and is funded by Japanese Government.

2.1.4 Lessons learned

2.1.4.1 Finance

Retention of school fees at the school promotes an understanding of role of community contribution to the education sector.

- (i) Block financing by Government creates better implementation of activities due to ample time before the next funding.
- (ii) Matching fund system of financing schools creates competition amongst the schools.
- (iii) Financing of development projects depends on:
 - (a) Location of the school (rural)
 - (b) Status of the school (poor)
 - (c) Remoteness of the school

This promotes equitable development of the country.

- (iv) REDIP funding has a life span and as such community contribution (matching fund) increases with time.

2.1.4.2 Administration

- (i) The establishment of local parliament necessitates the promotion of prioritizing the school activities for budgeting.
- (ii) The inclusion of the political leaders like the Dinas promotes a political will to facilitate education development.
- (iii) The inclusion of the community in school

2.1.4.3 Construction Projects

- (i) Awarding of contracts is by tendering
- (ii) Government funding is responsible for construction and rehabilitation
- (iii) Schools are responsible for the maintenance.

Management promotes and establishes a better public relationship. Policy of inclusion has also created accountable open and forward looking kind of managing the education sector.

2.1.4.4 Training

- (i) The engagement of local consultants has speeded up capacity building in Indonesia.
- (ii) Training in curriculum development at school level has promoted schools to be self reliant on teaching materials.
- (iii) Participatory training improves capabilities and professionalism.

2.1.4.5 Procurement

- (i) Procurement of textbooks is centralized.
- (ii) Contractors do procurement for construction.
- (iii) At school a committee does level procurement of goods and services.

2.2 Lessons on Education Administration and Management Issues at Local Government Level (Cypriano Tambala)

The objectives of this section are:

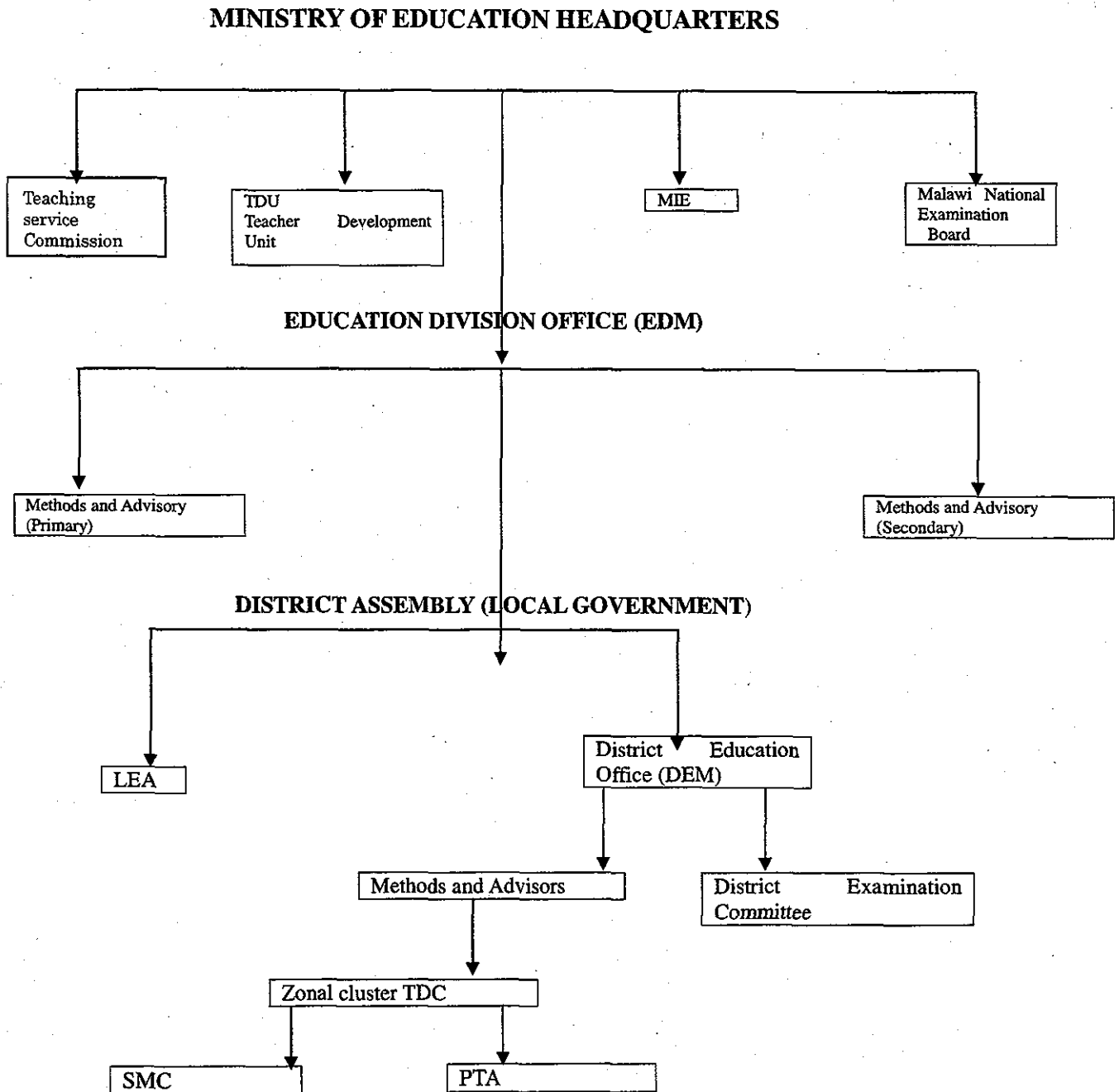
- (1) To understand REDIP objectives, strategies, activities, and to learn from the similarities and differences between REDIP and NIPDEP.
- (2) To search for an ideal way of project planning implementation and financial management at school level.
- (3) To understand the implementation process and administration of decentralization policy the role of schools constraint and future challenges.

2.2.1 Education administration issues alongside NIPDEP projects at local government level in Malawi

First of all let me point out that this paper highlights the education administration issues in the context of decentralization alongside NIPDEP projects implementation.

NIPDEP's projects in Malawi are set to empower the stakeholders in education for proper implementation of the decentralization policy and proper establishment and management of decentralized education at local government level namely the district assembly.

It is of great importance in this context to understand the administrative and management operational structure in education sector.



Zonal Examination committee cluster Examination Committee

Chart 1: Central Government Level Organisational Structure

Table 1: Roles / Functions of each Sub-Section from the Central Government to the District

SUB-SECTION	FUNCTIONS	OTHER CORRABORATING SUB-SECTIONS	LEVEL
Central Office	<ul style="list-style-type: none"> o Policy Issues o Finance o Inspection o Human Resource 	<ul style="list-style-type: none"> o The division Office o Teaching service Commission o Maneb MIE TDU 	Divisional Level District
Teaching Services Commission	<ul style="list-style-type: none"> o Recruitment of teachers o Promotion of teachers o Discipline 	Head Quarters Division District	Central Government Divisional Office District Office
Malawi National Examination Board (MANEB)	<ul style="list-style-type: none"> o Setting examinations o Administering Examinations o marking Examination o Certification of candidates 	<ul style="list-style-type: none"> o District Examination Committee o DEM's Office o Headquarters o Division 	District Division Headquarters
Malawi Institute of Education (MIE)	<ul style="list-style-type: none"> o Curriculum issues o Offering In-service training of teachers o Conducting research o Publishing text books 	DEM's Office Methods EPM	District division Division Division headquarters
Methods and Advisory	<ul style="list-style-type: none"> o Curriculum implementation o Inspection 	<ul style="list-style-type: none"> o Methods and Advisory o Inspectorate 	Division District
Teacher Development Unit	<ul style="list-style-type: none"> o Organizing teacher trainings o Training teachers o Inservice training for teachers 	<ul style="list-style-type: none"> o Methods and Advisory o Inspectorate o District Administration 	Division District District

The table above illustrates the working or corroborative network from the central Government down to the district.

This highlights the fact that decentralization in Malawi is yet to take place and this Education administrative scenario is different from that of Indonesia where we have Sub-Offices of education both at central and Provincial levels.

A: GENERAL STRUCTURE

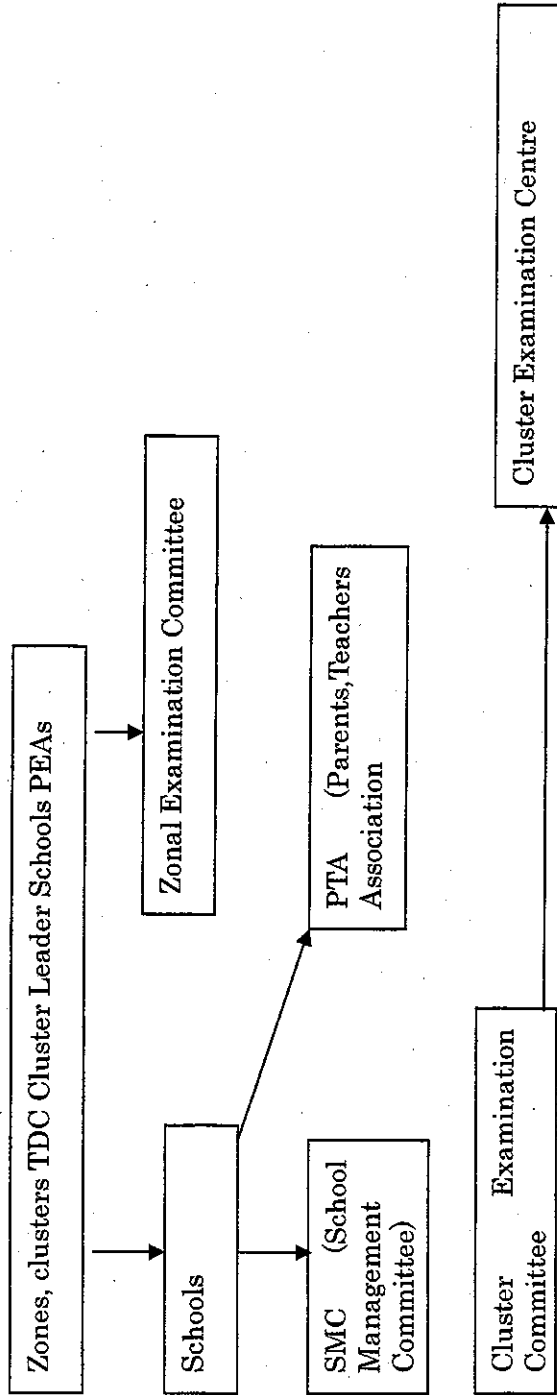
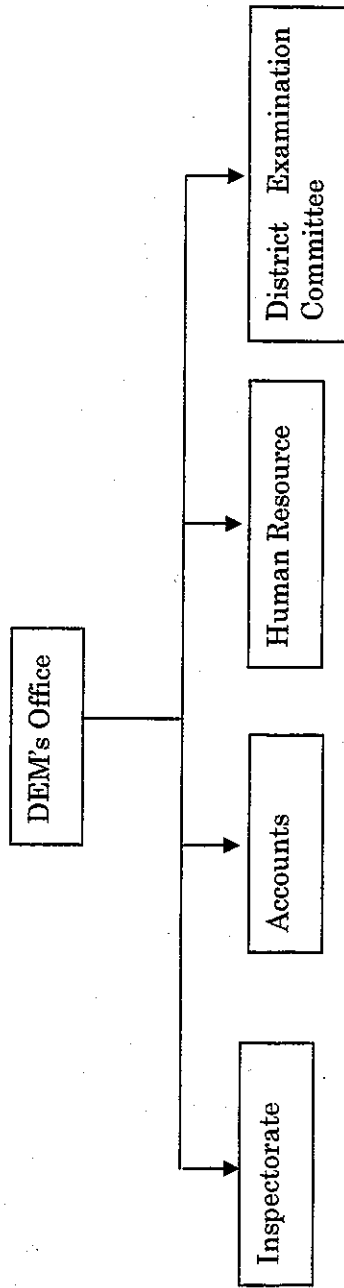


Chart 2: Education Administration at District Level (S) Proper in Malawi

Table 2: Roles / Functions of Each Section (District)

DEM's Office	<ul style="list-style-type: none"> o General administration and Management of the whole education district o Ensuring Curriculum implementation
Inspectorate	<ul style="list-style-type: none"> o Curriculum implementation o Checking standards through inspection and supervision
Accounts	o Financial transactions monitoring and control
Human Resource	o Human resource transactions
District Examination committee	o Monitoring and evaluating the administration of national examination at district level
Zones/ Clusters	o A number of primary of secondary schools grouped together to be carrying out educational activities together.
SMC / PTA	o Monitoring curriculum implementation
TDC	<ul style="list-style-type: none"> o TDC- Teacher Development Centre o Identifies teachers professional needs o Initiates in-service training to address the needs
Clusters Examination Centre	o A school where a number of schools come to write National Examination together
Clusters Examination Committee	o monitor and evacuate the administration of national examinations at a cluster examination centre

B. DEVELOPMENT OPERATIONAL STRUCTURE

DISTRICT ASSEMBLY

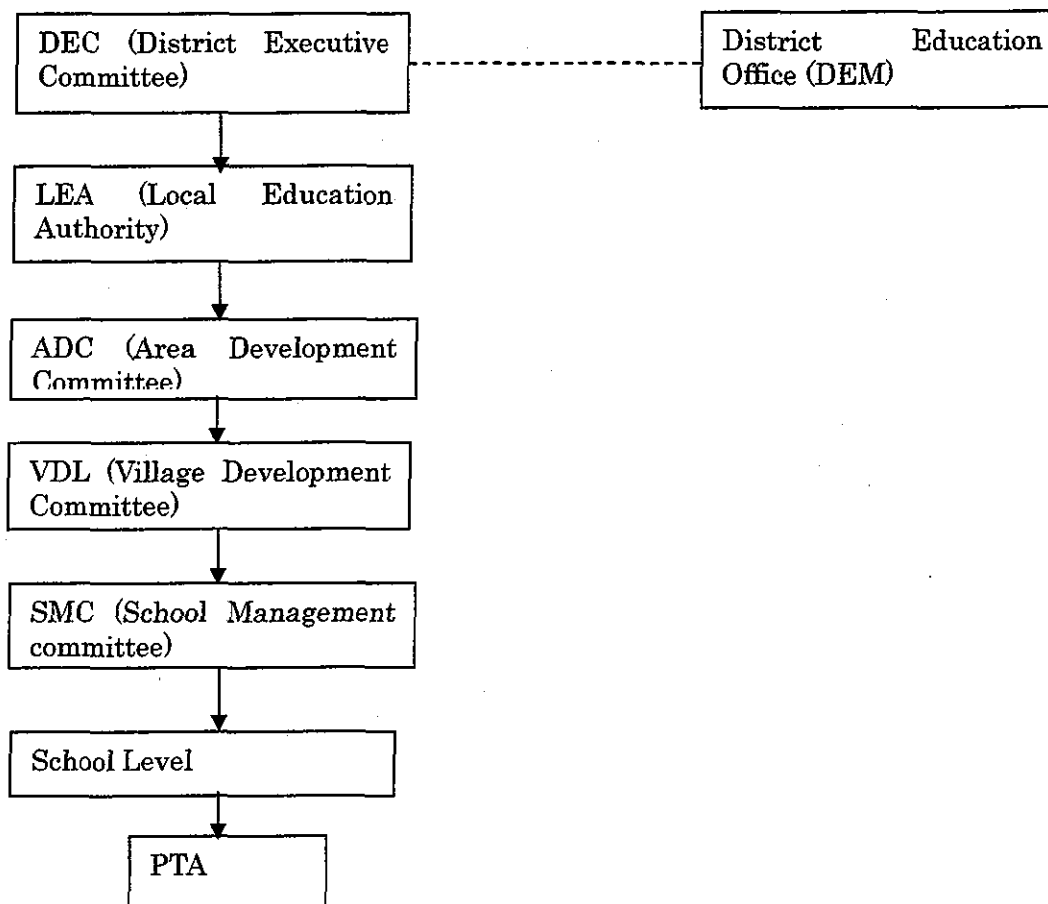
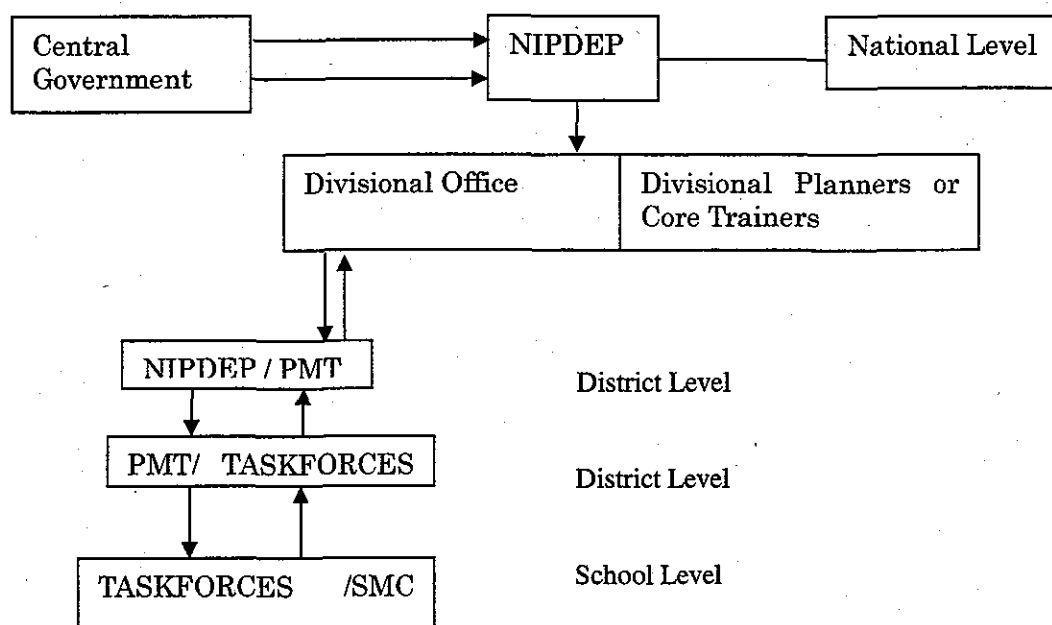


Chart 2 :

SECTION	FUNCTIONS / ROLES / RESPONSIBILITIES
DEC	- A grouping of executives from various sections / ministries and departments at a district - Approves monitor and evaluate development activities within the district
LEA	- It is a sub-committee at district Assembly level that handles all matters concerning education at that level - All development initiatives in education sector are supposed to pass through this Committee to the full Assembly
DEM	- The DEM Officer is the secretariat to the LEA
ADC	- A number of villages grouped together to handle development activities together - It corroborates with village development committee where the actual development project is allocated.
VDC	- It is a development committee at village level where the school has been allocated. - It works together with the school management committee
SMC / PTA	- School management committee and PTA are two bodies at school level that looks into development activities and teaches welfare.

NIPDEP OPERATIONAL STRUCTURE



NIPDEP OBJECTIVE

NIPDEP in Malawi is mainly concerned with capacity building as its major objectives through all the development projects it is currently carrying out since phase I.

The development projects carried out by NIPDEP are (i) construction, (ii) procurement, (iii) in-service training and education awareness campaign.

These projects are trying to address or implement the Government Education Policies of (i) quality education, (ii) access to education, and (iii) finance.

These projects are based on the Districts Education Plan that were produced following the emerging educational issues in each education district throughout Malawi

These district Educations are not static in terms of needs since they are updated annually.

The major objective of NIPDEP (capacity building) is to prepare the stakeholder at all levels to be able to establish the forthcoming decentralization mainly in the education sector.

However the very system of strategy is hoped to be adopted by the other sectors since the PMT is composed of heads of sections various departments and ministries at district level.

THE WORKING PATTERN OF NIPDEP

The administration pattern of NIPDEP follows the current education organizational structure, which is centralized. However basing on its major objectives, the concentration is at district level. As stated earlier on NIPDEP has at each level of education administration government officials down to the district.

2.2.2 Education administration in Central Java, Indonesia

In trying to improve our project management and to appreciate the decentralization process in Indonesia a study tour was organized by NIPDEP Education administration was to be studied at local level in the context of decentralization alongside the integration of RIDEP activities, a similar JICA education development initiative to NIPDEP.

Background

Education administration in Indonesia was until October 2001 centralized just as Malawi is today.

The decentralization of education had some problems and finance was one the major problems. However the problem got minimized with time. But this does not mean that the problem is no longer there, it is still there.

Responsibility of the national government, local government and the community (art 46:1)

Education funds are allocated at a minimum of
- 20 % national Government Budget
- 20 % Local Government Budget (art 49:1)

CENTRAL GOVERNMENT

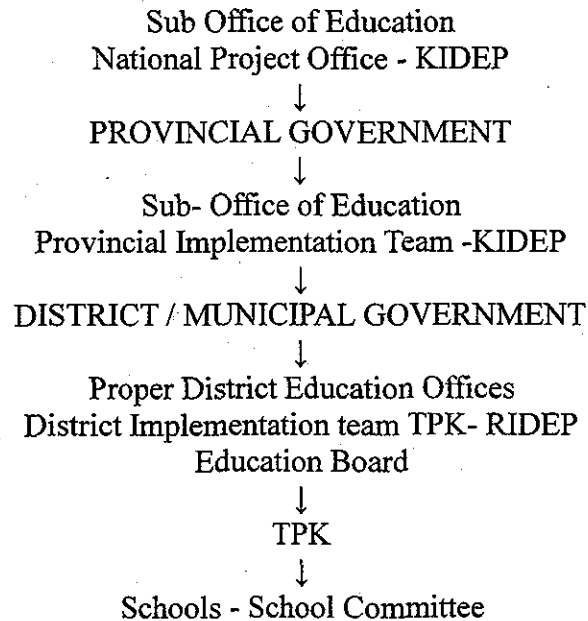


Chart 3: EDUCATION DECENTRALIZATION STRUCTURE

FUNCTIONS OF THE STRUCTURE

SECTION	FUNCTIONS /ROLES
1. CENTRAL GOVERNMENT	<ul style="list-style-type: none"> • National Education Standards (curriculum Exam • Setting requirement for admission transfer certification • Determining content of in-service training for teachers • Organizing and developing high education • Evaluating and assessing education programs
2. PROVINCIAL GOVERNMENT	<ul style="list-style-type: none"> • Equitable student selection • Provision of learning materials • Assessing in high education management • Delivery of teacher training
DISTRICT / MUNICIPALITY	<ul style="list-style-type: none"> • All the remaining education activities
TPK	<ul style="list-style-type: none"> • To facilitate school interactions • To empower community • Links individual schools to the Kabupaten education office (district Education Office) • Coordination for REDIP & Pilot Program • Conduct TPK activities appropriate to improve education • Review activity proposals developed by the schools.
EDUCATION BOARD	<p>Acts as advisory agent in determining and implementing education policy at district level.</p> <p>Acts as a supporting agency in the form of financing ideas and man power in education governance and in the Kabupaten schools</p> <p>Implement monitoring evaluation and control on education governance</p> <p>Acts as a mediator between the Government and the community.</p>
SCHOOL COMMITTEE	<ul style="list-style-type: none"> • Acts as advisory agent in determining and implementing education policy at school level. • Encourage community participation at school level community • Accommodate analyze community educational aspirations and needs proposed by the community. • Generate funds for educational governance at school level.

Financial Administration

(1) Budget Preparation and Approval

a. NEEDS IDENTIFICATION

Individual schools collect and their needs
These needs are aggregated at district level (Kabupaten)

b. BUDGET BILL DRAFT NEGOTIATION

This is done at Kabupaten level

c. FINAL DECISION

After the budget has been discussed it is non approved at the Kabupaten by the budget committee.

d. BUDGET RESOURCES

- o This budget has as its resources
- o The central government
- o Decentralization fund
- o Local Revenue

e. BUDGET EXPENDITURE

The money is sent direct to the school and spent there.

For the sake of accountability and transparency, all financial expenditure reports are made available at all stakeholders' pupils inclusive. One way of doing this is by fixing the financial reports on notice boards in the schools.

f. FINANCED OPERATIONAL AREAS OR SUB-ITEMS

- (i) Areas for the money to spend on are clearly stipulated in general and below are the guiding sub areas or items to be financed.
- (ii) Implementation of Education this is curriculum Implementation of extra curriculum activities as a supporting activity to above.
- (iii) Maintenance of Physical facilities and teaching and learning aids.
- (iv) Welfare of teachers in terms of allowances incentives and salaries for some school employees.
- (v) Payment of utility bills.

Finally the financial management and administration should be carried out in a way or manner that reflect beyond doubt accountability and transparency. It is along this context that an annual financial report has to be prepared and submitted to:

- The school Committee
- School board or Education board
- Regional office

2.2.3 Differences and similarities

Differences

- a. Decentralization of education: Indonesia has decentralized education up to the school level and Malawi is not yet.

- b. Financial reporting: schools in Malawi do not submit financial report to the central government
 - c. Financial expenditure report does not exist at school level.
 - d. The administration of national examinations: their committees down to the cluster examination center and are not the case in Indonesia.
 - e. In Malawi there is a well structured and defined administrative body between the district and the school called the zone whose central administrative office in the TDC (Teacher Development Centre) while at Kecamatan level there is no such body.
 - f. In the administration of its projects RIDEP includes all types of schools including private schools.
 - g. REDIP operational structure is wider than that of NIPDEP making it more informative and effective.
 - h. NIPDEP prepares ground for education decentralization while REDIP facilitates education decentralization
 - i. REDIP handles educational policies holistically eg education under this project we have all other components that constitute quality education such as
 - o Rehabilitation
 - o Procurement
 - o In-service training for teacher - Teachers Forum
 - o In-service training for principal's forum
- This is not the case in Malawi - NIPDEP
Each of the listed activities, are projects of their own.
- j. Teachers are more professional since they can and are able to produce teaching models.
 - k. Life skill subject is more practical in approach in Indonesia than in Malawi.

Similarities

- a. Both Malawi and Indonesia has school based management system
- b. There is a board for national examinations
- c. There is a development initiatives from the district / municipal assemblies to the school in both cases.
- d. There are similar problems of community participation at school level.
- e. There is an acute shortage of teachers in both cases.
- f. Both Governments are flexible in working with REDIP and NIPDEP respectively.

2.2.4 Lessons learned

- a. TPK viability unlike PMT in Malawi TPK is more viable in the sense that it is able to come up with various initiatives eg
 - o Fund raising
 - o Subject competitions among schools

Its activities stimulate both the schools and the local community to come up with educational activities.

- b. The school based management system in Indonesia is more pro active because there is participatory leadership and financial contributions to the school are more than the case of Malawi.

- c. Flexibility of the Government
- d. The education administration mainly on financial management creates no doubt in the stakeholders.
- e. The head teachers are able to talk about the activities taking place in their schools. This means that they are given full responsibility and are taken on board in educational activities in the district.
- f. Fund allocation depends on the level of poverty, remoteness, rural.

With this system the government is trying to level up financial capacities of the district trying to put them at almost the same level

- g. REDIP some of the initiatives directly touches the life of the pupil eg
 - Computer lessons
 - The practical aspect of the subject of life skills

2.3 Lessons on Project Management and Implementation at School Level (George Ngaiyaye)

This part of the report discusses the lessons on Project Management and Implementation of REDIP at school level. Differences and similarities of NIPDEP and REDIP are also included and they point to the lessons learned in Indonesia.

2.3.1 School level management and implementation in Malawi

NIPDEP implementation lacks the notion of school based management due the implementation structure which is in place.

The taskforces which manage the implementation of the projects do not include the head-teachers of the schools. In addition, the task forces may manage one or many schools in the districts.

A school committee member is included in the taskforce, but as long as the head-teacher is out of the task force, managing of the project is not directly under him/her.

In terms of implementation, the schools are involved. In construction for example, the communities of the schools contribute building materials and labour to the projects. The link that exists between the schools and the taskforces is that the taskforces have traditional leaders, councillors and school committee members who have the interest of the school they are representing. These are involved in the planning process and implementation.

There are exceptions, especially in projects which cover the whole district. The schools are involved in implementation of the projects, but not in the managing them.

Activities carried out

There are a lot of activities that are being carried in all the six pilot districts. They can be grouped in three major groups namely; construction, training, and procurement. These three major activities in pilot projects are being carried to address issues of quality, equity, access, management, planning etc., which are reflected in the Policy and Investment Framework under education sector.

Challenges being met

All the projects have their challenges which can be grouped into operational and logistical.

In brief, the challenges include: low levels of community participation, late reporting by task forces to Project Management Team (PMT), and to NIPDEP, in-availability of clearly stated strategies of sustainability, just to name a few.

2.3.2 School level management and implementation of REDIP in Indonesia

In Indonesia, REDIP activities are implemented at school level in improvement of Junior Secondary Education in two provinces of Central Java and North Sulawesi. The activities are being implemented in line with Ministry of National Education's Strategies of Decentralization, school based management and community participation.

The activities are carried out at two levels; school based and TPK based. The activities in REDIP are also implemented realizing the three principles of "transparency, accountability and sustainability.

The implementation structures at a school level are that of the Principal and all members of staff on one hand, and the School Management Committee on the other.

The REDIP activities are aimed at improving four areas of learning in order to attain high quality education as follows:

- (i) Curriculum / teaching-learning process
- (ii) Human Resources
- (iii) School Management
- (iv) School / classroom environment

In curriculum / teaching-learning process the activities are designed to make sure that students' interests in learning are stimulated. Examples of activities include procurement of instructional materials and their maintenance.

Human Resources activities include professional development of teachers, teachers' skill development and research.

School management issues which are addressed in the REDIP activities are to do with involvement of communities in the Management of the Schools. This include strengthening the relationship between the school and the parents of students.

Lastly, school/classroom environment activities are done in the areas of classroom rehabilitation and procurement of desks.

IMPLEMENTATION OF REDIP

The schools plan for the activities in REDIP and proposals are produced. The proposals are announced to all stakeholders by way of displaying them. The Principal of the School leads the School Management Committees and all the teachers of the school in formulation of the Proposals. This ensures transparency of the projects and stimulate community participation in the planning stages.

Funding is done from REDIP directly to the schools for the activities to be implemented.

At the school level there is a minimum fund of 10% known as matching fund, which is sourced from fund raising by the school and allocated to REDIP.

District government also allocates funds for REDIP activities. This is an arrangement agreed that as the number of year go, by, REDIP / JICA will be decreasing funding to schools and that the district government will be funding the gap.

Procurement

Procurement is done in a manner that bidding is not done. The Government of Indonesia has a policy which stipulates the categories or denominations of magnitude of services which can go for bidding. The other interesting part of procurement is that schools that have a common item to procure are coordinated to do it collectively from wholesales and in the process save money.

FINANCIAL MANAGEMENT

When funds are disbursed by REDIP/JICA to the schools, which is done in every six months, the Treasurer at a school allocate the fund to individual teachers who are responsible for specific activity.

When the activity is done a financial report is written and submitted to the treasurer for consolidation of individual activities. The reports are compiled together with progress reports and displayed in booklets for any interested members to see.

It is worth to mention here that accountability of the funds is ensured by having an internal auditor who is a member of the School Committee and an external auditors. The consultants of REDIP in some way act as auditors.

CHALLENGES IN REDIP ACTIVITY

The major challenge in REDIP implementation is that of community participation. In some cases communities do not participate to satisfactory levels. The schools campaign for awareness of community members on importance of community involvement in education through community leaders.

2.3.3 SIMILARITIES AND DIFFERENCES BETWEEN NIPDEP AND REDIP

Analysis of the two projects gives an indication of similarities and differences between them.

The following are the similarities:

- (i) Both projects aim at improving quality of education
- (ii) They show need of transparency, accountability and sustainability in a decentralized system
- (iii) Following through the process of implementation, the two projects build capacity to members at a decentralized level.

The two projects show differences especially in the way they are implemented and a few of them are as follows:

- (i) NIPDEP focuses the district level as an entry point where projects are going to be managed while REDIP goes directly to the schools where management and implementation of projects are done.
- (ii) REDIP is implemented in Junior Secondary Schools only while NIPDEP is implemented in both: Primary and Secondary Schools
- (iii) In REDIP funds are disbursed twice a year: after six months while in NIPDEP funds are disbursed every month.

2.3.4 LESSONS LERNED

A study tour of REDIP of Indonesia has shown areas where we can learn from and these are as follows:

- (i) District governments fund the REDIP activities. This is advantageous in sustainability issue. After the end of REDIP/JICA funding, the projects will be able to be sustained as the district government shave budget to allocate the projects.
- (ii) REDIP is not only carrying out activities in core subjects, but life skills as well like Creative Arts and Music.
- (iii) Competent members of the community come to schools and impart their skills to the teachers who in turn propagate these skills to the learners.
- (iv) The REDIP activities extend to conducting competitions in subject mastery, sports and arts within the schools and between / among schools
- (v) The communities contribute matching fund of 10% for REDIP activities. This again is a move to sustain the projects.
- (vi) The school under REDIP compile reports and display booklets to the public. This is good for the transparency of the project.
- (vii) The decentralization of authority to the school level is another area of marvel. Schools are able to manage and implement the projects
- (viii) Apart from REDIP their school system in Indonesia gives autonomy to schools to use parents contribution fees at school level for the activities of students.

2.4 Lessons on Project Planning, Management, and Implementation (Dyce Nkhoma)

2.4.1 Project planning, management, and implementation in REDIP

All the REDIP projects are planned once every year. The first stage in planning process of the projects REDIP strengthened the existing organizational structure in the Ministry of Education at the Central, Provincial, and Kabupaten (District) levels. REDIP established such structure at Kecamatan (Sub district) and school levels because they did not exist.

The structures are as follows:

- Steering at central level
- Kabupaten Development Team at Kabupaten (district) level.
- Kecamatan development Team (Tim Pengembangan SLTP Kecamatan - TPK at Kecamatan level
- School Committee at School level.

Then members of the above bodies attended a one day-day training session on TPK and School Committee Socialization where trainees were oriented on the guidelines of TPK and School Committee.

REDIP 2 projects are being implemented at two levels - Kecamatan level by the TPK and school level by the school committee. Prior to the project planning and implementation the TPK and School committee attended a 5-day training on need analysis, education assessment, preparation an action plan, preparation of a project proposal, project implementation, monitoring and evaluation, budgeting, decentralization, etc. At the centre of these training were Field Consultants - these are government employees and university lectures who have been hired by the project for their expertise. Each field consultant is responsible for one or two sub districts.

The field consultants trained the TPK and school committee and constantly provide technical advise to the TPK and school committee on preparation of action plan, preparation of a project proposal, project implementation, monitoring and evaluation, budgeting and report writing.

After the training the TPK and School Committee developed TPK and School development plans respectively following materials that were provided during the training. The TPK and School Committee developed their project proposals that were consistent with their respective development plans.

The school committee, assisted by the school Principal and teachers at the school, who are members of the school committee, carry out need analysis at school level. School committees are responsible for planning and implementing all activities / projects that involve the individual schools, where as the TPK is responsible for planning and implementing activities / projects that target the community at large or several schools like awareness campaigns, in -service teacher training etc.

Field consultants provide technical assistance to the TPK and school committees during preparation of project proposals and implementation of the projects. They also review the project proposal before they are submitted to JICA program office for approval. After schools have developed their respective proposals field consultants review them and send them to TPK for checking, then the TPK forwards the (proposals to Kabupaten Implementation Team who, after their endorsement, send the proposals to Provincial Implementation Team who finally send them to JICA program office for approval and funding. When approved JICA office disburses funds to schools and TPK in case of TPK project proposals.

2.4.1.2 PROJECT IMPLEMENTATION

At school level, projects are implemented by students, teachers, or the school committee, depending on the type of the project. Projects like Life skills, Free from Drugs and Criminal Activities Campaigns, Subject Matter Contests, etc. are implemented by students. The School committee is responsible for monitoring the implementation of the projects and prepares progress and financial reports.

2.4.1.3 PROJECT MONITORING

As mentioned earlier on school committee monitor all school-based projects. They

prepare progress and financial reports and send them to National program Office after field consultants have reviewed them. As a means of assuring transparency and accountability copies of the reports are posted at the schools bulletin board for everyone to know the activities taking place at the school and how the project funds are being used. Field consultants are also responsible for monitoring and evaluating the projects within their respective sub districts.

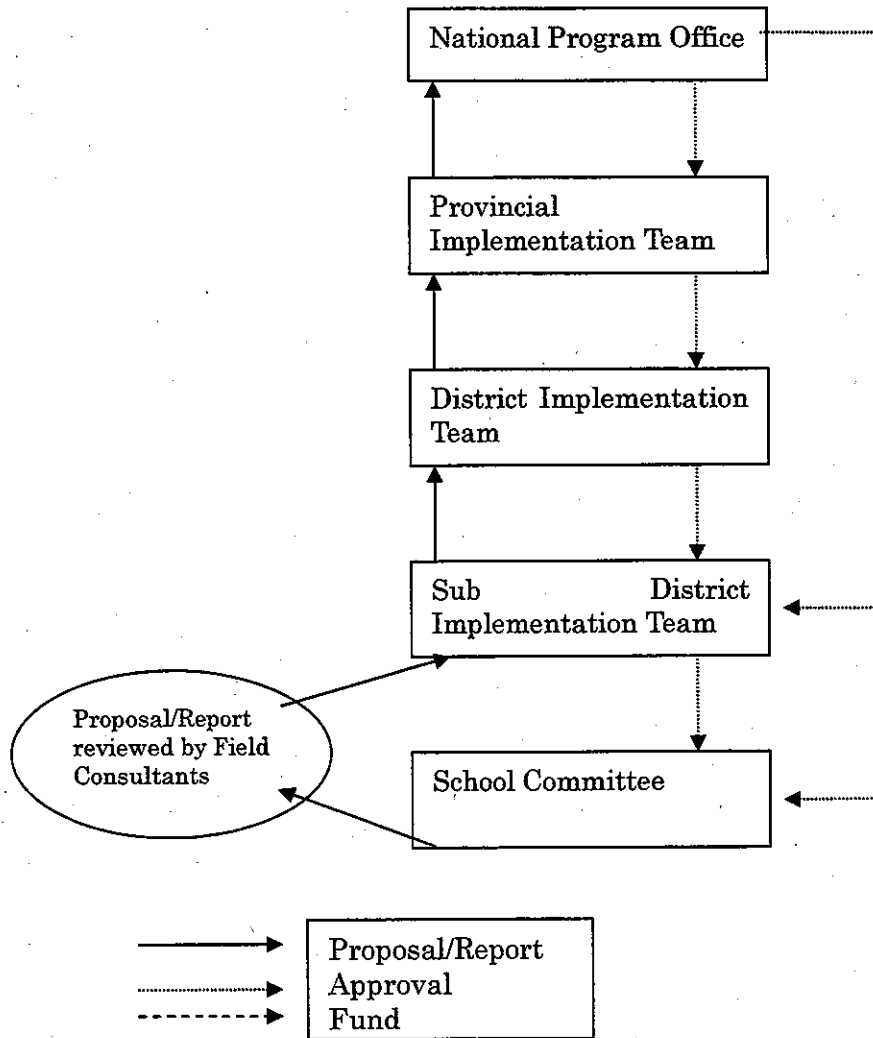
2.4.2 Differences and Similarities - COMPARING REDIP 2 WITH NIPDEP 2

	REDIP 2	NIPDEP 2
1	Strengthen and use the existing or permanent structures in the education / government system for project implementation.	Have set implementation structures (PPMT & TFs) that are likely to disband after the project.
2	Implementers at school level are teachers and students	Teachers and students are not directly involved in the implementation of the projects
3	School committee plan, monitor and prepare progress and financial reports of the projects.	School committees are not directly involved in the planning, monitoring and preparing progress and financial reports of the projects
4	Field consultants are hired government employees and university lecturers	Division Planners do the work of field consultants
5	Emphasize on transparency as well as accountability	Emphasizes on accountability only
6	Project funds are disbursed directly to the school	Project funds are disbursed to the PMT

2.4.3 LESSONS LEARNED

- (1) Use of existing or permanent structures in the education / government system for project implementation can ensure project sustainability.
- (2) By involving teachers, students and school committee in the planning, implementation and monitoring the projects encourages school level planning, which is vital in the decentralization era.
- (3) Emphasis on transparency as well as accountability promotes confidence in difference stakeholders since they know what the school is doing and how it is using its funds.
- (4) Inclusion of the school principal and teacher in the school committee ensures that real issues are tackled at each school since there are some issues that can be notice by teachers and not by the school.
- (5) Matching funds for projects from the community ensures sustainability of the projects.
- (6) Use of religious / community figures to sensitize the community to be supporting their schools has proved effective

REDIP PROJECT IMPLEMENTATION STRUCTURE



3 CONCLUSION AND RECOMMENDATIONS (Grace Milner)

3.1 Conclusion

The main areas that have come out clearly in the REDIP project are accountability, transparency and sustainability. At every stage of the project, there are aspects of accountability and transparency. However, at school level, these two points are more pronounced because that is where the project funds are disbursed.

At this level, accountability and transparency are shown through financial reports which are displayed on notice boards to ensure access to all concerned parties. The other financial reports are sent to relevant authorities in the REDIP structure.

Another point that indicates transparency and accountability in the REDIP project is the involvement of the community in design making and in issues relating to the school needs. Apart from the community, the school principal and some treasurers are also equally involved in the process.

Sustainability is another critical area when REDIP is already addressing. At the school level, there is a pool of funds that comes from different sources. This shows that schools do not solely depend on government funds. They are able to raise funds in their own to carry out various activities.

The government has shown great commitment by learning from the REDIP project and replicate it to other non-project districts. This simultaneous action will eventually lead to sustainability of the project.

3.2 Recommendations

The approach to the decentralization process between the two countries is different. Indonesia has taken the head on scenario while Malawi is following a very slow piloting process.

(1) Decentralisation should follow a "hands on" scenario whereby people implementing it will be learning while doing the process. The regulatory framework should be fully defined.

(2) In order to achieve higher levels of decentralization, there should be a culture of "tolerance". This will facilitate the smooth implementation of the decentralization process.

(3) Increase the education personnel at school level of the NIPDEP structure including the school level. (This will help in the smooth implementation of the project.)

(4) Participatory leadership and team work should be promoted in NIPDEP. The PMT under NIPDEP should be proactive and every member should easily provide guidance to the lower levels without any hindrance.

(5) Funding to schools should be balanced out to ensure equitable distribution of resources

(6) Credible leaders such as religious leaders, should be used for fund-raising at school level. These are likely to more transparent in carrying out activities

(7) There should be criteria and strategies for involving community volunteers in life-skills activities at school level.

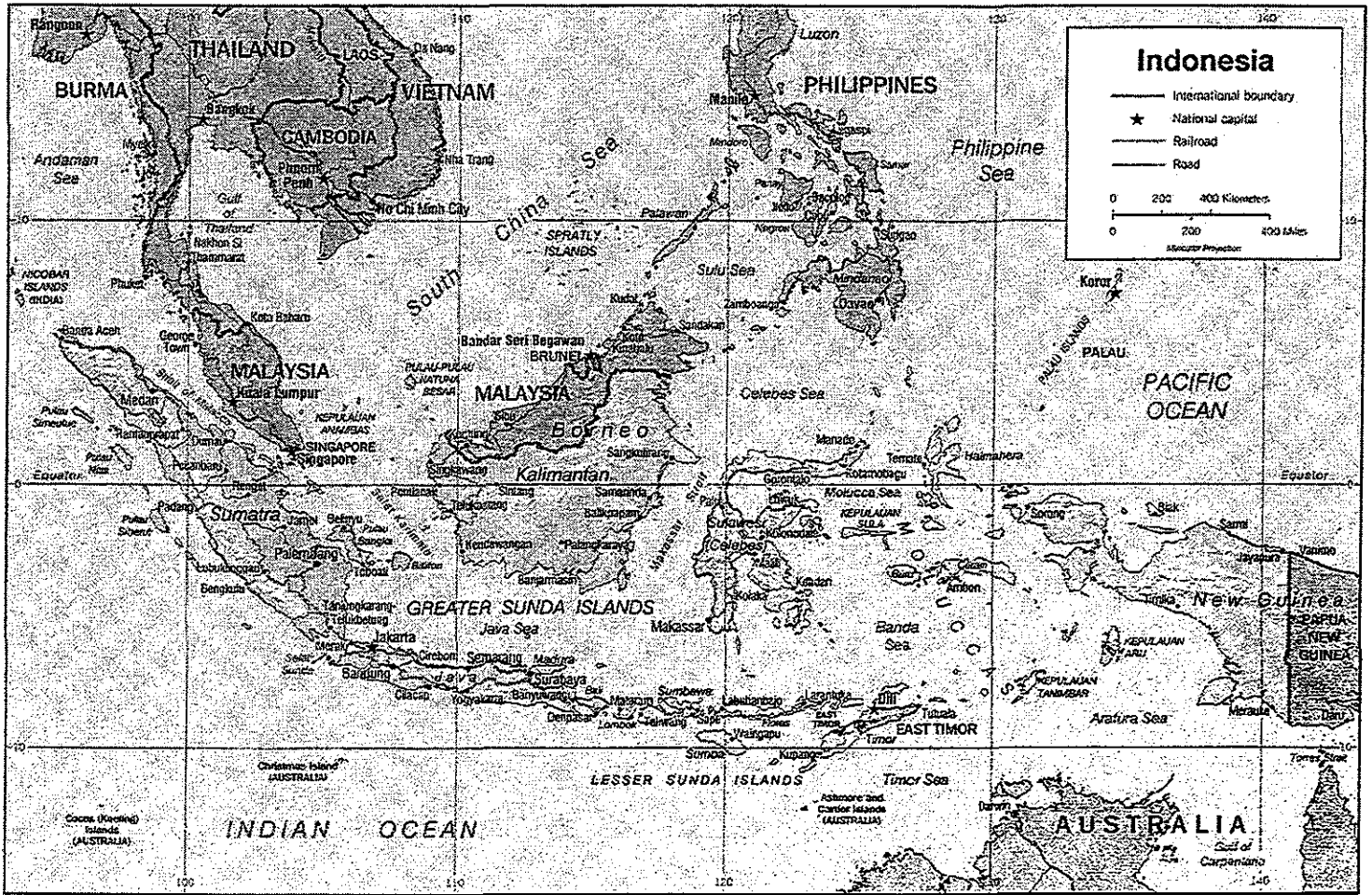
(8) All activities should complement each other or be integrated at all levels in order to avoid inconsistencies.

(9) Transparency should be emphasized and it should be known to all members involved

(10) The project should involve all stakeholders, including pupils to ensure sustainability.

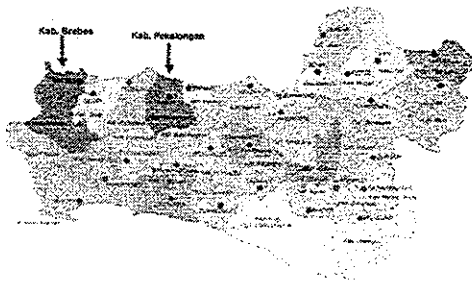
(11) If education decentralization has to take root, all community contributions should remain at the school for development activities.

APPENDIX 1 MAP OF PROJECT REDIP SITES

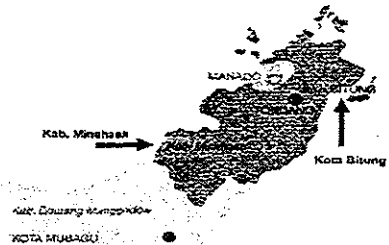


Base 802899A1 (C00429) 11-02

PROPINSI JAWA TENGAH



PROPINSI SULAWESI UTARA



APPENDIX 2 OUTLINE OF INDONESIA REDIP VISIT

1. Date: Sunday 20 June – Thursday 1 July 2004
2. Objectives: To visit JICA Education Study Program “The Regional Educational Development and Improvement Program (REDIP)” and:
 - (1) To understand REDIP objectives, strategies, and activities; and to learn from the similarities and differences between REDIP and NIPDEP.
 - (2) To discuss with REDIP Team, local government, local consultants and school member of staff, in order to search for the ideal way of project planning, implementation, and financial management at school level.
 - (3) To discuss with the central and local government in order to understand the implementation process and administration of decentralization policy, the role of schools, constraints, etc. in Indonesia
3. Places:
 - Ministry of National Education (Jakarta)
 - REDIP Project Office (Jakarta)
 - REDIP Project Site (Semarang)
4. Participants: 6 counterparts from the MOEST and 2 NIPDEP Study Team members
 - (1) Mrs. G. Milner, Senior Education Planner, Planning Department
 - (2) Mr. M. Ziba, Division Planner, Northern Education Division
 - (3) Mr. J. Mwamlima, Division Planner, Central East Education Division
 - (4) Mr. D. Nkhoma, Division Planner, South East Education Division
 - (5) Mr. G. Ngayiyaye, District Education Manager, Mchinji District
 - (6) Mr. C. Tambala, District Education Manager, Machinga District
 - (7) Mrs. Y. Kobayashi, Deputy Leader, NIPDEP Study Team
 - (8) Dr. A. Kamlongera, Education Planning Specialist, NIPDEP Study Team

5. Schedule

Date	Destination / Activity
Sun. 20th June	Travelling (Lilongwe → Johannesburg →)
Mon. 21st	Travelling (→ Singapore → SQ152 Jakarta 08:35) / Free Time
Tues. 22nd	Visiting REDIP Office and MONE
Wed. 23rd	Travelling (GA236 Jakarta 11:35→Semarang 12:30) / Move to Tegal
Thurs 24th	Field Trip in Brebes Regency - Meeting with Head of Dinas P&K Office - Meeting with TPK people & School Principles
Fri. 25th	Field Trip in Pekalongan Regency - Meeting with Head of Dinas P&K Office - Meeting with TPK people & School Principles
Sat. 26th	Visiting Schools / Travelling (Brebes / Pekalongan→Semarang)
Sun. 27th	Cultural Expedition (Borobudur Temple and Sultan’s Palace in Yogyakarta)
Mon. 28th	Visiting DINAS P&K Office, Prov. Central Java Meeting with REDIP Field Consultants
Tues. 29th	Travelling (GA235 Semarang 09:45→Jakarta 10:40)
Wed. 30th	Visiting REDIP Office / MONE Travelling (SQ167 Jakarta 20:15→Singapore)
Thurs 1st July	Travelling (Singapore→Johannesburg→Lilongwe)

APPENDIX 3 LIST OF PERSONS VISITED

1. JAKARTA

Ministry of National Education

- (1) Dr. Ir. Indra Djati Sidi, Director General of Primary and Secondary Education, General Directorate of Primary and Secondary Education
- (2) Dr. Sungkowo Mudjiawanu, Secretary
- (3) Dr. Hammid Muhammad, Director of Junior Secondary Education
- (4) Ir Renani, Head of Information and Planning Unit, Secretariat
- (5) Drs. Sutjipto, Head of Planning Bureau, Secretariat General

REDIP Study Team Office

- (6) Mr. Shinichiro Tanaka
- (7) Ms. Tomoko Masuda
- (8) Ms. Emi Ogata
- (9) Ms. Yumi Kanda, JICA Advisor to Ministry of National Education
- (10) Mr. Hideharu Tachibana, Assistant Resident Representative, JICA Indonesia Office

2. CENTRAL JAVA

- (11) Head of Central Java Office of Education and Culture
- (12) Head of Regency and Head of Educational Office of Brebes Regency
- (13) Head of Regency and Head of Educational Office of Pekalongan Regency
- (14) Brebes Subdistrict Committee
- (15) Bulakamba Subdistrict Committee
- (16) Kajen Subdistrict Committee
- (17) Bojong Subdistrict Committee
- (18) PGRI High School of Brebes School Committee
- (19) Junior High School 2 of Bulakamba School Committee
- (20) Junior High School 1 of Kajen School Committee
- (21) Junior High School 1 of Bojong School Committee

Field Consultants of REDIP 2 in Central Java

<No.>	<Name>	<Subdistrict in charge>	<Regency>
(22)	Mr. Sunarto	Brebes & Bulakamba	Brebes
(23)	Mr. Wijono	Wanasari & Jatibarang	Brebes
(24)	Mr. Heri Yanto	Tanjung & Losari	Brebes
(25)	Mr. Sugiarto	Larangan & Ketanggungan	Brebes
(26)	Mr. Sudarjono	Kersana & Banjarharjo	Brebes
(27)	Mr. Ahmad Sofwan		Brebes
(28)	Mr. Juhadi		Brebes
(29)	Mr. A Gunawan Sudiyanto	Tirto, Wiradesa & Sragi	Pekalongan
(30)	Mr. Sukarno	Kendungwuni & Wonopringgo	Pekalongan
(31)	Mr. Sudaryanto	Karanganyar & Kajen	Pekalongan
(32)	Mr. Saratri Wilonoyudo	Bojong & Kesesi	Pekalongan
(33)	Mr. Martono	Buaran, Talun & Petungkriono	Pekalongan
(34)	Mrs Sri Rejeki Urip	Doro, Lebakbarang, Paninggaran & Kandangserang	Pekalongan

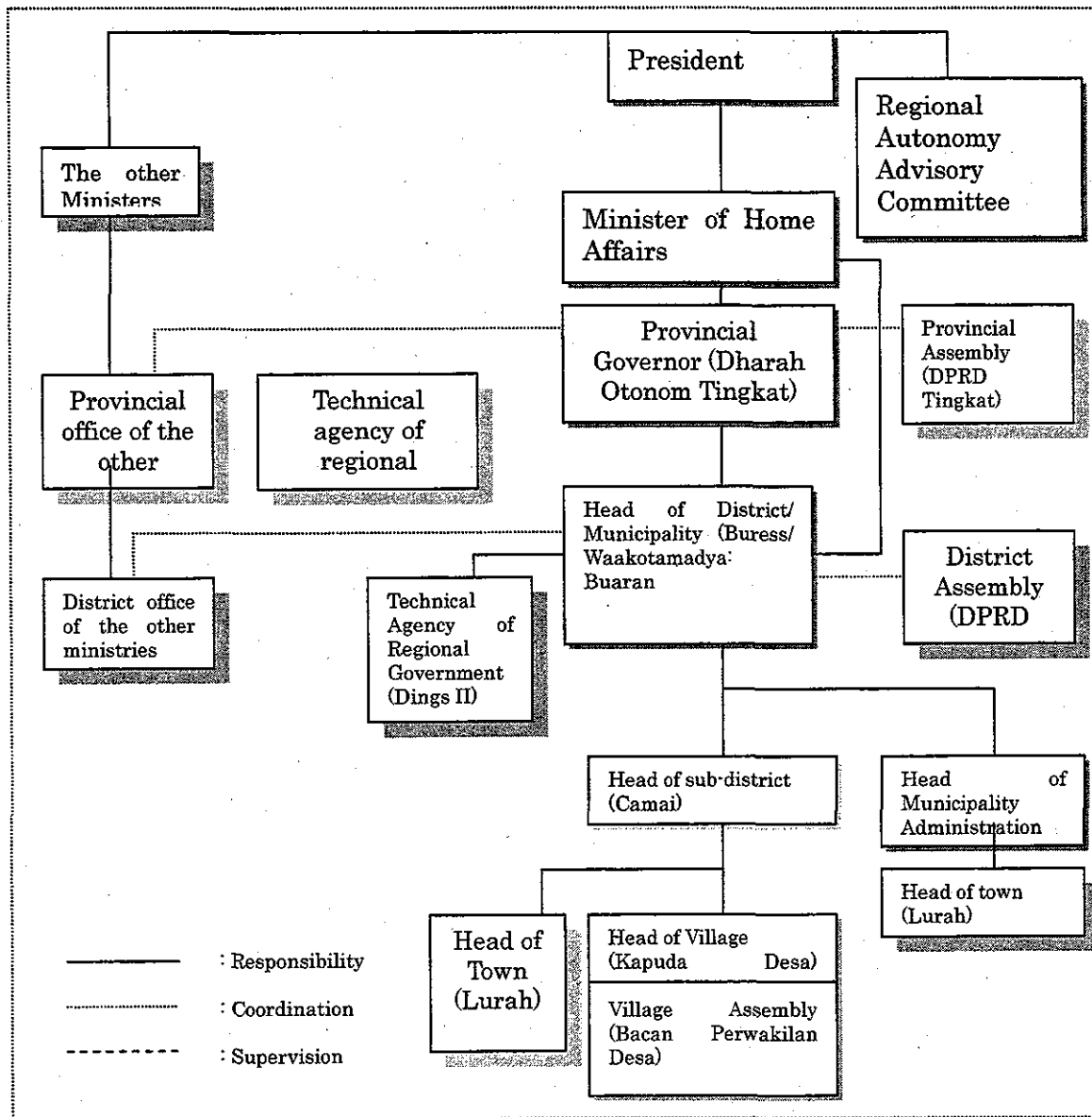


FIGURE 2.1 LOCAL ADMINISTRATION BEFORE DECENTRALIZATION

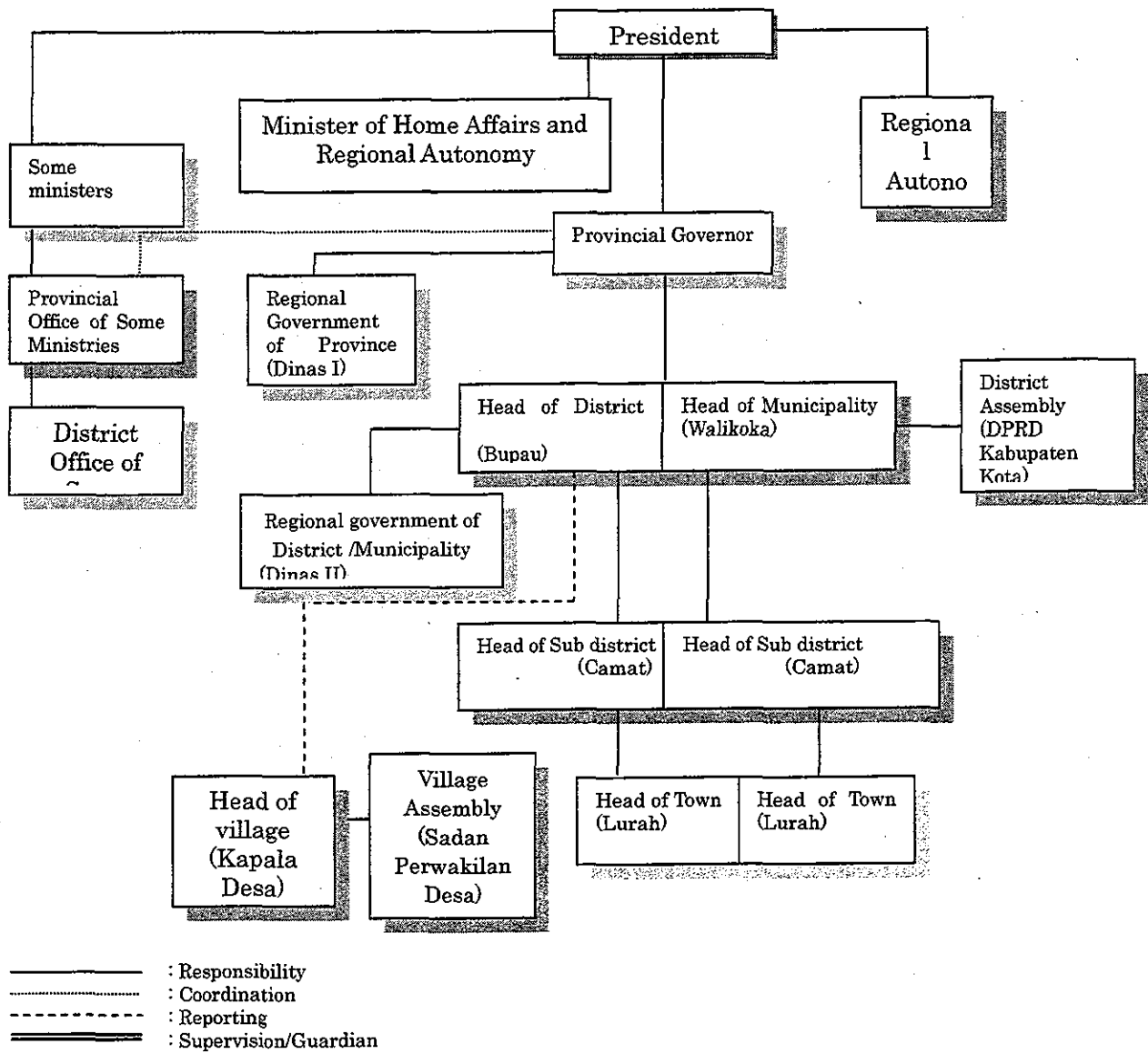


Figure 2.2 Local Administrations After Decentralization

Source: Local Administration and Decentralization (in Japanese) March 2001, Japan International Cooperation Agency and institute for International Cooperation, translated by the JICA Study Team

