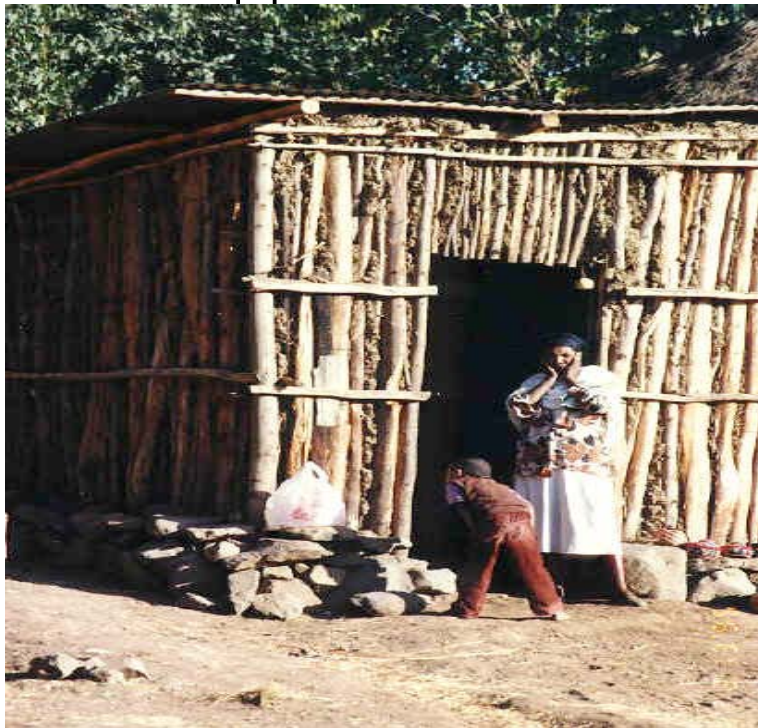




# SCALE UP! PUT MORE ORPHANS AND VULNERABLE CHILDREN IN SCHOOL

Analysis and Review of the Malawi  
Government Budget on Education  
Support for OVC



**Abridged Version**

Network for Orphans and Vulnerable  
Children  
(NOVOC)

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*“The children of Malawi are under threat....They are all too frequently denied access to essential services including education....”* – Dr. Bingu Wa Mutharika, State President of the Republic of Malawi, in his foreword to the National Plan of Action for Orphans and Vulnerable Children which he officially launched in 2005.

## **1.0 INTRODUCTION**

This report contains a review and analysis of allocations and expenditures of funds for education support for orphaned and vulnerable children in Malawi Government budgets and is presented by the Network of Organizations for Vulnerable and Orphaned Children (NOVOC).

The analysis focuses on the provision of education support through the budgets of the Ministry of Women and Child Development (MoWCD). Efforts have also been made to establish developments and trends in the Ministry of Education as well as in selected district assembly budgets.

The report offers a quick synopsis of the presence of OVC and education bursaries for OVC in the budgets and brings out the salient observations and recommendations. The Recommendations from this report will build and strengthen efforts by civil society and public institutions on promoting education support for OVC.

NOVOC commissioned this analysis realising that education contributes to the quality of life and that the provision of adequate education support through bursaries is a pre-requisite to the improvement of welfare of OVC.

## **2.0 BACKGROUND**

Education is an important human right. It is guaranteed under several human rights instruments including the Malawi Republican Constitution. For children, especially OVCs, it is an equally fundamental right that prepares them for full integration in society and broadens their opportunities. However, its provision is often conditional on the fulfillment of other rights such as non-discrimination under which OVCs often find themselves. Everyone is entitled to the right to education without bias to social origin, birth, or other status.

Under current circumstances, it is the girl-OVC and young women who are most affected by inadequate and even lack of education support. Higher costs of provision of education, national budget misallocation and associated capacity constraints for budget implementation, poor resource mobilization and low levels of coordination among non-state actors, are among factors impacting negatively on provision of education support (Watkins 2001).

Malawi has over two million OVCs. Further to this, the “State of the World’s Children” Report of 2004 estimated that Malawi would have an estimated 1,008,000 orphaned children by the year 2005. Of these, 468000 are due to HIV/AIDS and 194000 are double orphans who lost both parents. The number of orphaned children alone is estimated to increase to 1,150,000 by the year 2010 (MoWCD, 2006). Many of these OVCs fail to access education and cannot proceed with education due to lack of school fees and related education support.

## **2.1 METHODOLOGY AND LIMITATIONS**

The review of the 2006/07 and 2007/08 national budgets has been developed based on documentary analysis and literature review. Key documents were budget documents presented and debated in parliament as well as key development policy documents.

Discussions and validation meetings were also held with selected officials in the Ministry of Women and Child Development, Ministry of Education, Science and Technology (MoEST), Ministry of Finance, the National Aids Commission, District Assemblies and Civil Society Organizations (CSOs).

However, the report has been greatly challenged by inadequate and inconsistent information as well as weak capacity in various offices to process information related to education support for OVC.

### 3.0 GUIDELINES AND POLICY FRAMEWORK FOR EDUCATION SUPPORT

Education support for OVC is officially provided by the Malawi government through the Ministry of Women and Child Development (MoWCD). However, a number of quasi-state institutions like the Malawi Social Action Fund (MASAF) and non-state actors have also been providing education support through school feeding programs, cash transfers and other forms of safety nets.

Currently, **education support to Government is predominantly donor funded mainly through the National Aids Commission (NAC)** which processes grants to the Ministry of Women and Child Development. The Ministry of Education (MoE) too runs a bursary scheme targeting needy students as well as meritorious students who are supported at Kamuzu Academy, a privately run education institution.

#### 3.1 Guidelines to Education Support for OVC

The Malawi Government through the MoWCD developed guidelines for providing education support to OVCs in 2006. According to the guidelines, education support is defined through a comprehensive package of assistance. The package includes school fees and other items listed in the table 3.1 below.

**Table 3.1: Package of Assistance for education support**

School Fees	Learning Materials	School Uniform	School Uniform
Tuition Fees	20 A4 exercise books per term for Standard 6 and above	<b>(a) FOR BOYS</b>	<b>(b) FOR GIRLS</b>
Boarding Fees	6 ball point pens per term	2 pairs of trousers	2 pairs of skirts
General Purpose Fund	1 mathematical instrument	2 shirts	2 blouses
Text Book Revolving Fund	5 pencils per term	1 pair school shoes	1 pair school shoes
Development Fund	1 rule per term	2 pairs socks	2 pairs of socks
Examination Fees		1 jersey/sweater	1 jersey/ sweater
		3 underwear	3 underwear

Source: Government of Malawi (MoWCD),2006

Other principles contained in the Guidelines include:

- The bursary shall **only apply to public schools**
- **Only 2.5% of budget** will be used for administration of the bursary
- All payments shall be accounted for by school heads with genuine receipts
- Children who fail examinations shall have their bursary terminated and shall be given a chance to repeat
- Any person who abuses resources for education support shall be brought to a court of law

It is clear that more needs to be done to actualize the intentions of the laid out Guidelines and address challenges that stand on the way of providing education support in accordance to the procedures.

### 3.2 Policy Context of Education Support for OVC

In 2003, the Government of Malawi produced the National Policy to promote an environment in which orphans and other vulnerable children are cared for, supported, and protected. The policy emphasizes the need for providing education support.

In 2005, a National Plan of Action for OVC (NPA for OVC) was adopted to guide implementation of the policy from 2005 to 2009. The NPA recognizes that Malawi is in an OVC crisis and therefore points to the need for concerted efforts to address the problem. The NPA recommends provision of education support by the Government and its stakeholders through the provision of bursaries.

The policy targets and outputs include supporting a total of **100,000 OVC annually at an estimated annual cost of K616 million**. Of these, 65,000 are primary school going OVC at an annual cost of K273 million (or US\$ 1,950,000.00), and 35,000 OVC at an annual cost of K343 million (or US\$ 2,450,000.00).

In terms of the cost of education support (bursaries) per OVC, the Policy commitment is such that a primary school OVC **requires US\$30 (or K4,200.00) while a secondary school OVC requires US\$70 or the Malawi Kwacha equivalent of K9,800.00**.

### 3.3 The Malawi Growth and Development Strategy (MGDS)

On the other hand, the Government launched the Malawi Growth and Development Strategy (MGDS). All sectoral policies are expected to be in harmony with the MGDS and the welfare of OVC is under the theme called Social Protection. However, strategies related to basic education are under a different pillar called Social Development. Currently, Malawi Government and its stakeholders are in the process of formulating a Social Protection (SP) policy. This is in recognition of the fact that poverty has grown deep, severe and is widespread.

Poverty profiles show that the Southern Region of Malawi is the poorest although some of the poorest districts are in the centre and the north as table 3.2 shows.

**Table 3.2: District Poverty Rates**

Poorest 10			Middle 10			Richest 10		
District	Region	% population poor	District	Region	% population poor	District	Region	% population poor
Nsanje	South	76.0	Phalombe	South	61.9	Nkhotakota	Center	48.0
Machinga	South	73.7	Rumphi	North	61.6	Ntchisi	Center	47.3
Zomba Rural	South	70.0	Mangochi	South	60.7	Blantyre rural	South	46.5
Mulanje	South	68.6	Mchinji	Center	59.6	Kasungu	Center	44.9
Chitipa	North	67.2	Salima	Center	57.3	Lilongwe rural	Center	37.5
Balaka	South	66.8	Mwanza	South	55.6	Dowa	Center	36.6
Chikwawa	South	65.8	Karonga	North	54.9	Mzuzu Urban	North	34.0
Thyolo	South	64.9	Dedza	Center	54.6	Zomba Urban	South	28.7
Chiradzulu	South	63.5	Ntcheu	Center	51.6	Lilongwe Urban	Center	24.6
Nkhatabay	North	63.0	Mzimba	North	50.6	Blantyre Urban	South	23.6

Source: [www.nso.malawi.net](http://www.nso.malawi.net)

This presupposes paying attention and providing as much adequate education support to OVC in all the regions as well as in urban public schools while additional support should be paid to rural areas which have the likelihood of harboring more OVC.

Malawi is currently finalizing its Social Protection Policy, where due cognizance shall be provided to poverty trends in supporting OVC and other poverty ridden groups of society. Social Protection [policy formulation] therefore is built on the understanding that Malawi needs to move away from safety nets programming towards long term sustainable programming (Tsoka and Slater, 2007).

### **3.4 Policy Framework within MOEST**

In 2007/8 Ministry of Education, Science & Technology (MOEST) drafted the National Education Sector Plan (NESP), a key policy document fashioned around the Malawi Growth and Development Strategy (MGDS) and the Vision 2020. The overall policy framework for MOEST is bent on defending and protecting the right to education for all in line with the country's constitution and international conventions to which Malawi is signatory. The emphasis on education for all including for OVC is being made because the right to education is a catalyst for socio-economic development, industrial growth and an instrument for empowering the poor, the weak and the voiceless".

"Ensuring that by 2015 all children particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to complete free and compulsory primary education of good quality".

MOEST is currently updating its guidelines for running of the bursary scheme. However it is using a blend of guidelines by Press Trust for the Kamuzu Academy students and guidelines in NPA for OVC by Ministry of Women and Child Development (MWCD) for the needy students in government Secondary School.

## **4.0 SCHOOL ENROLMENT AND OVC**

According 2007 Education, the total enrolment for primary schools was 3,306,926. Out of this figure boys' enrollment was 1,653,894 representing 50.01% while the girls' figure of 1,653,052 represented 49.99%. In Secondary schools the overall enrolment was 210,325 made up of 119,273 for boys (56.7%) and 91,025 for girls (43.3%).

### **4.1 National Enrolment Figures for OVCs in 2007**

At national level, the total number of orphans as of 2007 in primary and secondary schools was 501,250 out of whom 257, 885 were boys (51.5%) while 243, 365 were girls (48.6%). There were 454,921 pupils in primary schools out of which 233,001 were boys and 221,920 girls. In addition, there were 35,017 standard 8 orphans and 37,041 orphans in standard 7 suggesting that government was expected to enroll around 72,000 orphans in secondary schools in 2008 and 2009. There were 46,329 pupils in secondary schools with 24,884 boys and 21,445 girls.

The 2007 enrolment figures for OVC in primary and secondary schools are presented in the table 4.1 below:

**Table 4.1: Total Number of orphans in School by end of 2007**

Level	Total Enrolment	Total orphans	Orphaned Boys	Orphaned Girls
Primary	3,306,926	454,921	233,001	221,920
Secondary	210,325	46,329	24,884	21,445
Grand Total	3,517,251	501,250	257,885	243,365
%	100	14.6	51.5	48.6

**Observations:**

1. The total number of orphans in primary and secondary schools is 501,250 which is around 50% of the total orphan population of around 1 million. This suggests that another 50% (500, 000) are out of school, and is a warning to policy makers and stakeholders to ensure that the orphans out of school should not be denied their right to education.
2. The number of orphans in schools make up 14.6% of the total school going population of 3,517,251;
3. Boys make up 51.5% of all orphans in school while girls make up 48.6% of all orphans. This suggests that there is need to close the gender gap in government interventions over OVCs.

The table 4.2.1 below presents the picture more elaborately:

**Table 4.2.1**

2007 Primary School Enrolment						2007 Secondary School Enrolment					
Overall Enrolment			Orphans			Overall enrolment			Orphans		
Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
3,306,926	1,653,894	1,653,032	454,921	233,001	221,920	210,325	119,273	91,025	46,329	24,884	21,445
100%	50.01	49.98	13.75	14.08	13.42	100	56.7	43.3	22	20.86	23.55

**4.2 District Enrolment Figures for OVC**

Depending on their size some Education divisions and districts have high Orphan population than others; this is an indicator that there is need to properly target number of beneficiaries per division and district especially considering the scarcity of resources. In general there are more boy orphans in school than girls.

Even at district level, the number of orphans is much bigger in primary schools than in secondary schools; this suggest that there is a high demand for secondary school space to be occupied by orphans that graduate from primary schools. This should give a warning to policy makers on the need to expand access to secondary education for orphans.

**5.0 REVIEW OF THE 2006-2007 NATIONAL BUDGETS**

From the foregoing background, policy context, and student enrolment levels, the following sections provide reviews and analyses of the national budgets for the two fiscal years vis-à-vis allocations and expenditures for OVC relevant to education support.

**5.1 2006-2007 Budget Framework**

The 2006/07 budget was tabled in parliament amidst threats of budget boycott by majority Opposition parliamentarians. The budget was based on the main objective of repaying the domestic debt which had expanded considerably.

Total revenue and grants for the 2006/07 as presented in parliament was projected to rise by 10.8 percent to K134.7 billion compared to K121.6 billion in the previous financial year (2005/06). Of this amount, K78.1 billion was earmarked to be domestic revenue and K56.6 billion grants. Out of the domestic revenue, K68.9 billion was planned to come from taxes and the remaining K9.2 billion from non-tax sources (Table 5).

On the other hand, total expenditure was estimated to rise by 8.1 percent from K128.4 billion in 2005/06 financial year to K138.7 billion in the 2006/07 financial year. Of this amount, current expenditure was a total of K90.0 billion and development expenditure amounted to K48.1 billion. The development expenditure represented an increase of 46.8 percent over the 2005/06.

## 5.2 Mid Year Adjustments to the Budget

However, mid way through the implementation of the 2006/07 budget (January 2007), a number of adjustments had been made to both revenue and expenditures. Tax revenue exceeded the mid year target by K2.8 billion while non-tax revenue under-collected by K415 million. On donor grants, debt cancellation led to an increase in external revenue where K10.2 billion more was received by the end of 6 months of the budget year. Government planned total NAC grants of K2.85 billion in the 6 months but received instead K5.0 billion representing additional K2.1 billion from the targeted mid year amount.

The first half of the 2006/7 fiscal year also witnessed the deeper debt cancellation for Malawi. Malawi reached the Completion Point under the Highly Indebted Poor Countries (HIPC) initiative on 31<sup>st</sup> August 2006. The implication was that Malawi became eligible for debt write-off under the Multilateral Debt Relief Initiative (MDRI) and from the Paris Club creditors. Debt stock of close to US\$2.6 billion (or over K420 billion) was reduced to about US\$445 million only.

While Malawi basks in the post-debt relief era, there is no direct indication that education bursaries to OVC would be provided through the MoWCD using debt relief savings. It is also critical to have a general assessment of the use of the gross debt relief savings that were disposable in 2006/07.

Nonetheless, debt relief dynamics in 2006/07, combined with the star-performance by the Malawi Revenue Authority (MRA) in tax collection (over-collection by about K5 billion), provided the propensity to adjust the expenditures upwards. The revision was mainly on account of increased expenditures on recurrent budgets.

**Table 5.2: 2006/07 Revised Budget Framework**

	2006/07 Approved (K'000 million)	2006/07 Revised (K'000 million)
<b>Total Revenue and Grants</b>	<b>135,900</b>	<b>143,902</b>
Of which: Domestic Revenue	78,451	81,718
Grants	57,449	62,184
Of which: NAC	5,820	8,772
<b>Total Expenditure</b>	<b>139,206</b>	<b>152,520</b>
Of which: Recurrent Expenditure	91,393	99,419
Of which: Wages and salaries	23,375	24,027
Other Recurrent Expenditures	52,373	59,498
Total Development Expenditures	47,813	53,101

It is also important to note from the table 5.2 above, that **contribution of NAC totaled K8.7 billion by the close of the financial year against an approved budget of K5.8 billion**, and NAC is the only financier of education support for OVC to MoWCD through the decentralization system. However, NAC funds are also used for other purposes beyond education support which are within its organizational remit.

### 5.3 Expenditure for OVC in 2006/07 budget

The Ministry of Women and Child Development identifies the need to assist orphans with school fees as one of the key strategic plan areas of implementation.

#### Common Terms:

- 1. Budget Estimates:** proposed budget statements tabled for debate in parliament.
- 2. Approved Budget:** Budget as debated and passed (enacted) by parliamentary as an Appropriation Act.
- 3. Revised Budget:** Figures of actual expenditures during and after implementation of the budgets. Also referred to actual revenue and expenditure outturn.

In 2006-07, parliament approved a total of K804, 459,000 for the Ministry which is Vote 320 according to nomenclature of budget documents. Out of this amount, K127 million was earmarked for salaries while K81 million was for Other Recurrent Transactions (ORT). In addition, K596.4 million was for capital (development) expenditures. **K10 million only out of the capital budget was Government's contribution and the rest was planned to be donor financed.**

However, at the close of the financial year, the total budget (actual expenditures) was revised downwards from K804 million to K765 million. On the other hand, salaries expenditure in the Ministry increased from K127million to K140 million (2007/08 Output Based Budget Doc. No.5 p.23).

The Other Recurrent Transaction (ORT) budget line is used for activities related to education support for OVC among other priority recurrent expenditure needs. The Ministry has district offices across the country in district assemblies and has activities in communities. **The ORT allocation of K81 million already is inadequate** to cater for the needs of officials especially for monitoring implementation and conducting assessments of progress in education support for OVC. This is confirmed by Table 5.4 which shows allocation of the K81 million by programme.

**Table 5.4: MoWCD ORT by Programme (2006/07)**

	2006/07 Approved (MK' million)	2006/07 Revised (MK' million)
<b>ORT by Programme</b>	81,000	81,000
01. Administration and Support Services	37,632	37,632
05. Community Services	13,303	13,303
18. Gender Development and Social Services	23,065	23,065
31. Social Planning Services	7,000	7,000

**Source:** Extracted from Budget Doc. 5 (Output based), p.373

### 5.4 ORT and Education Support

This level of ORT does not match with the outputs expected of the Ministry in the four key programmes in the table 5.4 above. **It is worth-noting that the Ministry has in recent financial years not used its ORT for**

providing education support (school fees) for OVC such that no single penny from the Ministry's approved budget was used for school fees in 2006/07. The insufficient ORT is a big challenge to the MoWCD for meaningful implementation of its Strategic Plan. The Ministry is also faced with acute shortage of staff especially at technical level within the headquarters and district assemblies. Table 5.5 presents a summary picture of the budget allocations to MoWCD.

**Table 5.5: Ministry of Women and Child Development: 2006-07 budgets**

	2006/07 Approved (MK)	2006/07 Revised (MK)
<b>Personal Emoluments</b>	127,000,000.00	140,327,013.00
<b>Other Recurrent Transaction</b>	81,000,000.00	81,000,000.00
<b>Capital or Development budget</b>	596,459,000.00 (out of which donors: 586,459,000.00)	543,950,000.00 (Donors: 533,950,000.00)
<b>TOTAL</b>	<b>804,459,000.00</b>	<b>765,277,013.00</b>

Source: Ministry of Finance, Budget Document No.5 (Output Based 2007/08)

## 6.0 EDUCATION SUPPORT FOR OVC WITH NAC FUNDING IN 2006/07

In 2006-07 the National Aids Commission (NAC) set aside a total of K201 million for education support for OVC based on the Guidelines for Education Support for OVC produced in 2006. This was an increase from a total of K87 million in the previous year (2005/06). Pursuant to the NPA for OVC, NAC adopted a more decentralized structure for disbursement of education support by using District Assemblies (DAs). NAC facilitated the establishment of the Technical Advisory Support Unit (TASU) which is currently located within the MoWCD.

**Table 6.1: NAC grants and Number of targeted beneficiaries**

Category	2005/2006	2006/2007
NAC Grants	K87.2 million	K201.6 million
No. of Targeted Beneficiaries	5000	32,000
No. of Primary school beneficiaries	N/A	20,000
No. of secondary school beneficiaries	N/A	12,000

Source: NOVOC 2006 Budget Review Report

### 6.1 Level of Achievement with NAC Support

According to table 6.1, the total number of beneficiaries planned for 2006/07 was 32,000 out of which 20,000 were primary school OVC. However, the number of beneficiaries as at December 2006 was 3,833 (of which 1,315 were female) for all the districts against the target of 32,000. According to the Ministry of Women and Child Development, the total funds spent on school fees by December 2006 amounted to K22.1 million out of the K201 million.

By 2007, the number of beneficiaries rose sharply to 11,619 OVC largely on account of the use of the decentralized structure. Just below 50% of the K201 million was used as at 2007 as most district assemblies did

not utilize their money. This under utilization is partly because the Ministry (headquarters) did not have adequate funds (ORT) to conduct screening of additional to-be beneficiaries of the education bursary funds. However, the target of 32,000 OVC was far from being attained despite the NAC funding.

## 6.2 Weak Administrative Support

It is also interesting to observe that part of the money earmarked for education bursaries was spent at district assembly offices for administration. This is 2.5% of the district allocations from the NAC funds. The 2.5% is a policy benchmark established in the Guidelines for Education Support document.

However, the enormous administrative tasks involved in the identification, screening and entire management of the bursary scheme at the district level obviously means that 2.5 % is a small amount of money for most district assemblies. An ideal administrative resourcing level would be a minimum of 5% although 10 % is commendable, matched with considerable support to the MoWCD headquarters (ORT).

The table below shows some of the districts that were scheduled to benefit from funding for school fees for OVC in secondary schools:

**Table 6.2: School Fees for Selected Districts for 2006**

District	No. of students	Amount (MK)
Blantyre	91	776,910.00
Chikwawa	103	999,952.00
Chiradzulu	146	908,575.00
Chitipa	187	1,060,600.00
Dedza	198	1,569,280.00
Dowa	98	705,980.00
Kasungu	139	1,142,470.00
Likoma	46	526,350.00
Mangochi	169	1,646,340.00
Mchinji	165	1,595,450.00
Mulanje	285	1,616,810.00
Mzimba	228	1,501,330.00
Mzuzu	66	494,100.00
Nkhatabay	102	627,030.00
Mwanza/Neno	59	323,518.00
Nsanje	137	1,102,300.00
Ntcheu	79	409,980.00
Ntchisi	143	1,389,010.00
Phalombe	125	1,240,500.00
Rumphi	50	514,800.00
Salima	209	1,199,200.00
Zomba	73	951,650.00
Thyolo	113	826,600.00

Source: Ministry of Women and Child Development

The main challenge that NAC is facing relates to capacity limitations within Government, both at the district and national level. The resources often times move at a snail pace to get to the schools (and to the beneficiaries). Government is therefore called upon to sort out the administrative bottlenecks partly through the provision of

adequate ORT both at headquarters and district assemblies to facilitate efficient utilization of NAC and other funding.

### 6.3 MoWCD Challenges and Staff Capacity

Recruitment of key staff in MoWCD is critical considering that only 4849 posts are filled out of the authorized establishment of 6,012 posts. This indicates an average vacancy rate of about 20 % in the MoWCD and its district establishments. In some posts, like Grade G, the vacancy rate is over 80% as only 10 posts are filled out of the authorized 57 posts while Grade H and P have 90% and 98% vacancy rates respectively.

Table 6.3 shows vacancy rate in selected posts which have an effect on efficient management of the education support for OVC by MoWCD and the respective district assembly departments.

**Table 6.3: Filled Posts and Vacant Posts in MoWCD**

Grade	Authorized Establishment	Filled Posts as at July 2006	Posts with Critical Vacancy Rates (%)
C	1	1	
E	9	6	
F	16	5	
G	57	10	82
H	33	3	90
I	91	31	
J	218	26	88
K	328	56	82
L	267	186	30
M	582	205	64
N	133	23	82
O	119	17	85
P	126	2	98
Q	17	3	82
R	15	15	
FNN	4,000	4,260	
<b>Total</b>	<b>6,012</b>	<b>4,849</b>	

Source: 2007/08 Budget Doc. No.5

### 7.0 PERFORMANCE OF PPEs AGAINST EDUCATION SUPPORT FOR OVC

Protected Pro-poor Expenditures (PPEs) are expenditures on activities which have been singled out in the Malawi Poverty Reduction Strategy (MPRS) for their direct and immediate impact on poverty reduction. The concept of prioritizing expenditures is also reflected in the MGDS.

As such, these expenditures are protected from cuts in the event of inadequate resources. Funding for PPEs is not expected to be diverted to non-PPE activities since such funding is virtually “ring-fenced” from any cuts or problems in Government cash flows.

The total PPEs approved by parliament for 2005-06 was K27.7 billion and were revised upwards to K37.4 billion representing 164 percent increase over the previous year allocation. PPEs for the Ministry of Gender and Child Services however experienced a sharp decrease of about 40 percent from K91 million to K37.8 million.

The PPE allocation on the other hand represents only 0.1 percent of all government PPEs in 2005/06. Child Care Services which relate to the welfare of OVC and most likely to contain Government contribution to the education support for OVC was allocated a mere K3.27 million (about 0.08 percent of total allocation to all Government PPEs) and representing further sharp decline from a corresponding allocation in the previous year.

**This trend undermined the definition of PPE as a concept and merely condemned education support for OVC to the periphery of Government priorities.**

There are four items in the Ministry of Gender, Child Welfare and Community Services that are classified as PPEs. These are:

- Adult Literacy Services,
- Family Welfare and Gender Services,
- Child Care Services,
- And Gender mainstreaming.

While education support for OVC is taken as a priority within the Strategic Plan of the MoWCD, its place in the budget is almost non-existent as it is not even funded as ORT. In additional, the category of Child Care Services which is likely to handle education support expenditures has over the years tended to be allocated with insignificant budgetary resources.

#### **7.1 PPEs and Education Support for OVC in 2006-07 Budget**

The budget documents show allocations to PPEs for the fiscal year as approved by parliament and in comparison with the 2005-06 budgets which reveal a decrease from K37.4 billion to K36.5 billion.

On the other hand, there is a significant increase on PPEs under Ministry of Gender from K37 million to K131 million. In addition, Child Care Services (which is most likely to carter for education support for OVC) has increased by over 50 percent from K3.2 million to K7 million.

However, since the nature of the PPE makes it difficult to establish the actual allocation towards education support for OVC, the PPE may be prone to diversion of funds to other budget lines within the PPE.

#### **8.0 DECENTRALIZATION AND EDUCATION SUPPORT FOR OVC**

An important feature of the 2006-07 budgets is the progress made towards recognizing district assemblies as separate votes with autonomy in discharging accountability functions. This is in line with the decentralization policy in order to consolidate and allow grass root participation in formulation and implementation of policies.

The NPA for OVC has taken into account decentralization as, for example, it aims at identifying the 100,000 OVC through District Social Welfare Offices to access formal education. The district offices have been designated to produce monthly reports for school attendance ratio of orphans vs. non-orphans.

### 8.1 Structure of Assembly Budgets

Assemblies are put in four categories. These are; City Assemblies, Municipal Assembly, Town Assemblies, and District Assemblies. Zomba has just been converted from a municipal assembly to a city status.

In addition, all City and Municipal Assemblies are managing two categories of recurrent expenditures. These are Education sector, and General Resource Fund. All Town Assemblies are responsible for General Resource Fund only while District Assemblies are responsible for the sectors as shown in table 8.1. The responsibilities also reflect the level and extent of decentralization in Malawi by sector.

**Table 8.1: Categories of budget responsibility by Sector in 2006/07 Budget**

City Assemblies	Municipal Assemblies	Town Assemblies	District Assemblies
Education	Education	General Resource Fund	Agriculture
General Resource Fund	General Resource Fund		Education
			Health
			General Resource Fund
			Constituency Development Fund
			Housing
			Trade
			Water
			Gender

From Table 8.1 it is clear that under Government budgets system, city assemblies and municipal assemblies are responsible for managing funds for the education sector. This mainly relates to primary education. On the other hand, town assembly budgets do not contain education related recurrent expenditures. District assemblies have two sectors which relate to education support. These are;

- Education Sector, and
- Gender

The sector named gender relates to the work done by DSWO at district assembly level while education sector mainly relates to primary education under the DEM. Budget allocations to these sectors as captured in the budget documents do not contain funds for education bursaries since the assemblies rely on NAC disbursements. However, the two sectors are critical as they take leading roles in managing the NAC disbursements as explained in the foregoing sections.

In 2005/06, total approved allocation to assemblies was K5.1 billion. This was adjusted upwards in the 2006/07 budget to K7.06 billion. This increase was mainly on account of the introduction of the Constituency Development Fund (CDF), and the fiscal decentralization of Housing, Trade, Water, and Gender sectors. These were not part of district budget in 2005/06. The approved total allocation was later revised to K7.2 billion by the close of 2006/07 financial year.

Table 8.2 shows the distribution of the 2006/07 assembly budget by sector.

**Table 8.2: Distribution of 2006/07 Assembly Budget by Sector**

Sector	2006/07 Approved Budget (MK)	2006/07 Revised Budget
Agriculture Sector	419,650,823	419,650,823
Education Sector	333,383,500	298,180,278
Health Sector	5,555,775,585	5,555,775,585
General Resource Fund	415,956,378	327,963,013
Constituency Development Fund	386,000,000	386,000,000
Housing	17,361,837	17,361,837
Trade	7,524,330	7,524,330
Water Sector	15,668,533	15,668,533
Gender	27,075,671	27,075,671
<b>Total</b>	<b>7,060,899,940</b>	<b>7,285,899,940</b>

Source: Ministry Of Finance (Mid Year Review 2006/07)

The health sector accounts for over 50% of the assembly budgets. **Education support for OVC in form of bursaries is not clearly integrated in the assembly budgets.** The education sector refers to traditional expenditure areas under primary education for all pupils and it is tricky to tell whether bursaries specifically for OVC are carried under the sector.

Gender sector allocations constitute a minute 0.3 % of the total assembly budget. This rekindles the concern on prioritization of expenditures under MoWCD. Such minimal allocations at assembly level have a demoralizing effect on efforts towards the consolidation of local capacity for effective management of education bursary schemes for OVC.

## 9.0 HIGHLIGHTS OF 2007/08 BUDGET AND EDUCATION SUPPORT

At the time of this analysis, the 2007/08 budget was still under implementation. According to budget documents tabled in June 2007 and passed in September 2007 in a parliament that was characterized with delays occasioned by the continuing political and budget impasse, total revenue and grants was estimated at K162.9 billion. However, at the end of the budget debate, parliament approved total revenue and grants of K163.8 billion. Of this amount, K65.6 billion are grants from donors while K98.20 billion is from domestic revenue. NAC grants are estimated at K10.2 billion, up from K8.7 billion in the previous year.

Total expenditure in 2007/08 that was tabled for parliament's approval was estimated at K172.9 billion. However, parliament approved total expenditure of K173.7 billion, of which K110.4 billion is for recurrent expenditures and K63.2 billion is for development expenditure. Wages and salaries are estimated to increase from K24 billion in 2006/07 to K30.4 billion partly on account of recruitment in four sectors of Education, Agriculture and Police and Health. Recruitment in the MoWCD is not specifically included despite the high vacancy rate and internal human resource constraints which have a direct effect in the implementation of education support.

### 9.1 MoWCD Budget for 2007/08

The allocation for MOWCD in 2007/08 is K970.4 million. Out of this amount, K153 million is for personal emoluments. ORT for the Ministry has increased by K9m only from K81million in 2006/07 to K90 million. Total capital expenditure is K727 million, and Government's contribution is K77.6 million.

Out of the total ORT of K90 million, the Ministry expects to spend K41.8 million on Administration and Support Services, K22.9 million on Gender and Social Welfare Services, K17.4 million on Community Development Services. Social Planning Services expects to use K7.7 million only.

The scenario on ORT observed in 2006/07 continues to be similar as the ORT allocation is far too low to the required funds according to the Strategic Plans of the MoWCD. The capacity constraints faced to manage the education bursaries are not expected to be overcome through the 2007/08 Budget unless if the ORT can be revised upwards by a considerable margin.

In terms of district assembly budgets there is no observable movement towards integrating education support for OVC in the decentralized budgets beyond general inclusion of the Education Sector and gender which, traditionally focus on other objectives other than acting as pots for education bursaries.

In addition, the ORT for the district and city assemblies is far too insufficient to meet the needs associated with managing bursary schemes for OVC. Below is table 9.1 showing ORT for selected districts.

**Table 9.1: ORT for Selected Assemblies**

Assembly	2006/2007		2007/2008	
	ORT (MK)	Total Vote (MK)	ORT (MK)	Total Vote (MK)
Blantyre City	109,436,488	109,436,488	150,474,445	150,474,445
Lilongwe City	116,043,752	116,043,752	140,977,351	140,977,351
Mzuzu City	88,033,159	88,033,159	90,422,228	90,422,228
Zomba Municipality	13,238,040	13,238,040	52,892,803	52,892,803
Balaka Town	2,584,362	2,584,362	2,785,343	2,785,343
Karonga Town	2,304,226	2,304,226	4,000,000	4,000,000
Mangochi Town	3,051,253	3,051,253	3,777,187	3,777,187
Salima Town	2,735,582	2,735,582	3,460,086	3,460,086
Blantyre District	425,455,457	425,455,457	443,719,314	443,719,314
Chiradzulu District	198,577,859	198,577,859	278,410,509	278,410,509
Chitipa District	158,973,473	158,973,473	214,075,804	214,075,804
Kasungu District	180,633,135	180,633,135	233,669,232	233,669,232
Lilongwe District	669,037,062	669,037,062	673,966,953	673,966,953
Mwanza District	178,312,275	178,312,275	207,229,317	207,229,317
Nkhatabay District	177,139,121	177,139,121	237,284,657	237,284,657
Thyolo District	294,256,118	294,256,118	389,044,862	389,044,862

As can be observed in table 9.1 above, each assembly has registered a nominal increase over the previous year's allocations. However, such increases are on average not too significant to impact positively on capacity for

providing education support to OVC. Moreover, since education support is not identified as a budget line, the assembly increases are likely on account of the other sectors and not for bursaries.

For example, the estimate for Blantyre City Assembly for 2007/08 is K150.4 million. Of this amount, K13.9 million is for education (primary education). However, this money does not specifically used to make a contribution to bursaries for OVC. For Lilongwe City Assembly, the 2007/08 allocation is K140.9 million, out of which K14.8 is for education. Similar trend obtains in the district assemblies where Blantyre District Assembly has an allocation of K443.7 million. The health sector takes the largest portion of this amount (K387.2 million) while education's share is K11.3 million.

Chiradzulu District Assembly budget for 2007/08 is K278.4 million with K225.3 million of this for the health sector and only K13.4 million for education. Kasungu District Assembly budget is K357.2 million of which K19.3 million is for education. Mwanza District Assembly budget is K207.2 million and K9.3 million is for education. As observed above, the contribution of the education assembly budgets to bursaries for OVC is largely unclear if not non-existent, therefore making education support for OVC not part of the formal assembly budgets.

## 9.2 Protected Pro-poor Expenditures (PPEs) in 2007/08 Budget

In 2007/08, total PPEs are estimated at K49.96 billion. Of this amount, K12 billion is for agriculture and food security PPEs while education sector PPEs account for K11.19 billion. Health sector PPEs has the largest share at K13.8 billion.

There are four PPEs under the Ministry of Women and Child Development. The total allocation is K113.97 million, and this represents a decrease from K131 million allocated in 2006/07. See table 9.2 below for details.

**Table 9.2: Comparison between MoWCD PPEs, Education and Health**

Sector	2006/07 Revised Estimates	2007/08 Estimates
Total PPEs	K40.65 billion	K49.96 billion
Education PPEs	K9.5 billion	K11.1 billion
Health PPEs	K10.7 billion	K13.8 billion
Women & Child Devt.	K131 million	K113 million
<i>Of which: Adult Literacy</i>	K97 million	K45.1 million
<i>Family welfare and gender services</i>	K27 million	K64.3 million
<i>Child Care services</i>	K7 million	K4.4 million
<i>Gender Mainstreaming</i>	0	0

From the table 9.2 above, Child Care has a small allocation compared to the other sub-sectors. Calling child care a PPE is a mockery if the budget allocation is anything to go by. This is also in consideration of the fact that the allocation has decreased from K7 million to K4.4 million, at a time when more OVC are in urgent need of education support. This trend also confirms the seriousness of donor dependency for education support funding.

## 9.3 NAC Support for Education Bursaries in 2007/08

The 2007/08 Budget is built on the assumption of funding education bursaries through donor money especially NAC. Due to the low utilization of the K201 million NAC funding for education bursaries in 2006/7, the current 2007/08 budget is expected to utilize the resources carried forward. This is a challenge as it demonstrates how low absorption capacity can prevent more OVC from being put in schools.

A total of 12,283 OVCs are expected to be supported under NAC funding in 2007/08. By the time this analysis was being concluded, NAC had just transferred an additional amount of K106million to the Ministry headquarters for its administrative purposes and not exactly for the actual school bursaries. In addition, the Ministry was still in the process of planning and preparing a disbursement request to NAC for education bursaries for 2008 of an estimated over K200 million.

Donor over-reliance is still persistent in the current budgets. While donors are being called upon to increase aid to countries like Malawi, it is imperative that Malawi Government should set a side a portion of its domestically generated revenue for education bursaries. This would also assist in meeting targets set in the relevant policies and in the NPA for OVC.

## 10.0 MINISTRY OF EDUCATION BURSARIES AND OVC

The bursary scheme by MOEST is targeting two categories of beneficiaries in secondary schools. The first category is that of gifted students who are sponsored to study secondary education at the elite privately owned Kamuzu Academy. The second category is that of needy students who are sponsored to study secondary education in government secondary schools. This is the category where OVC feature highly. In addition this category focuses mainly on girls as one way of promoting girls education. The bursary package includes tuition fees, boarding fees, examination fees, and general purpose fund among others.

Funding for OVC education is provided within the framework of the MOEST budget. The 2007-2008 Budget Estimates for MOEST budget as tabled in parliament was **K17, 576,958,772** but the budget came to **K21, 270, 256, 392.00** after budget approval in September 2007 (MOEST, EMIS 2007: 24). According to the approved figures the **Recurrent Budget** for 2007-2008 amounts to K12, 552, 772, 000 and K8, 717,743,620 for **Development Budget**. The Recurrent Budget is further broken down to K9, 645,512,772 for Personal Emoluments (PE) and K2, 907,000,000 for Other Recurrent Transactions (ORT).

The ORT K2,907,000,000 includes MK382,486,000 for **Administration and Support Program**, K773,261,000 for Primary Education Program MK1,106,223, 000 for **Secondary Education Program**, and K574,030,000 for **Tertiary Education Program**. On the other hand, the Development Budget constituted K8, 371,381,620 for Donor funded projects (part I) and K346, 362,000 for Government funded projects (part II). The table below confirms the figures above.

**Table 10.1: Ministry Of Education Summary 2007-2008 Budget Estimates**

No	Programme	2006-7 approved	2006-7 Revised	2007-8 estimates
1	<b>Total Revenues</b>	<b>165,927,000</b>	<b>142,128,000</b>	<b>369,646,000</b>
	Fees and receipts	165,927,000	142,128,000	369,646,000

<b>2A. Recurrent Budget</b>				
01	Administration and Support	1,161,228,781	1,161,228,781	562,579,138
05	Human resource Department	0	0	40,832,395
31	Planning Services	0	0	9,760,150
33	Primary Education	7,143,206,239	7,584,477,740	8,704,497,692
35	Research, Technology generation and Development	0	0	73,352,548
36	Secondary Education	1,998,139,252	2,028,139,252	2,239,315,654
45	Tertiary education	850,979,717	850,979,717	924,175,195
	<b>Sub total</b>	<b>11,009,643,264</b>	<b>11,624,825,490</b>	<b>12,552,512,772</b>
<b>2B. Development Budget</b>				
I	Foreign financed Projects	4,424,000,000	4,424,000,000	8,371,381,620
II	Domestically financed Projects	205,000,000	285,000,000	346,362,000
	<b>Sub Total</b>	<b>4,629,000,000</b>	<b>4,709,000,000</b>	<b>8,717,743,620</b>
				<b>21, 270, 256, 392</b>

Source: Ministry of Finance Budget Documents & MOEST EMIS, 2007

### 10.1 National Bursary

The Ministry runs a national bursary scheme which operates in the secondary and tertiary education levels. There is no bursary scheme for primary schools according to Government Budget Documents. Much as Government policy is to prioritize bursaries for needy students and for those enrolled in public schools, the Ministry of Education bursaries are a mixed bag as they do not specifically only target OVC.

The 2006/7 approved MOEST budget for bursaries amounted to K130, 000 and this was largely to cater for 132 students at Kamuzu Academy. According to government officials there was no funding for bursaries for needy students in government secondary schools although a budget of K30 million had been allocated for that purpose. As a result government did not make any disbursements to secondary schools for bursaries.

The 2007-2008 budget has allocated K250 million for bursaries for 200 gifted students studying at Kamuzu Academy and for needy students in government secondary schools. As at December 2007, government had already spent K113, 223,000 of the K250 million allocated for the bursaries.

On aggregate, the 2007/08 total budget for **national bursary scheme under the Ministry of Education is K310 million**. The secondary school level bursary total is K250 million while tertiary education bursary is K60 million. In the previous year, the Ministry total for bursary was K160 million, out of which K130 million was meant for Kamuzu Academy students. However, the actual expenditure was an excess by K80 million as the revised budget at the end of the financial year was K240 million. The Ministry plans to spend on national bursary scheme alone increased money of K380 million and K450 million in 2008/09 and 2009/2010 respectively.

### 10.2 Kamuzu Academy Bursaries in Detail

Table 10.2 shows the number of students at Kamuzu Academy since 2005/2006 financial year:

**Table 10.2: Cumulative Number of Students at Kamuzu Academy**

Intake	Financial Year	Total Number of students	Girls	Boys
1	2005/6	66	33	33
2	2006/7	132	66	66
3	2007/8	200	100	100

MOEST resumed sponsoring gifted students at Kamuzu Academy in 2005 after this was stopped in mid 1990s due to political changes. The aim of resuming the bursaries at Kamuzu Academy was to provide best performing students selected from primary schools an opportunity to study at one of the historical and revered schools in Africa and the world, referred to as “The Eton of Africa”.

In 2005/06 the annual intake was 66 with 2 students per district and from 33 districts just like in 2006/2007; however in 2007/08, a total of 68 students have been selected due to the elevation of Neno as Educational District making total number of education districts to be 34. As indicated in the table above, the number of students currently studying at the Academy under the Government bursary is 200. The Kamuzu Academy bursaries are not necessarily targeted at OVC, although some beneficiaries may be OVC.

### **10.3 Type of Support and Cost at Kamuzu Academy**

School fees alone at Kamuzu Academy for Form 1 and 2 students is US\$ 2110.00 per term, and it is US\$ 2165.00 for Forms 3 and 4, while for Forms 5 and 6, it is US\$ 2220.00. This translates to about K295, 400.00, K303, 100.00, and K310, 800.00 respectively (estimated at US\$1=Mk140.00). In addition, each student pays about K45, 000.00 for school uniforms including sports kit once every two years.

Government is therefore expected to spend an estimated K184.7 million by the end of third term (June 2008) on Kamuzu Academy bursaries. This includes school fees and school uniforms for the 200 students under Government bursary. School fees alone will cost the tax payer K178.7 million while uniforms alone will cost K6 million by June 2008. On average, therefore, one student at Kamuzu Academy under the Government bursary costs the tax payer almost K1 million per year (estimated K923, 973.00 per year – this does not include transport and pocket money).

While it is important to provide education support for meritorious students through Kamuzu Academy, the expenditure pattern does not compare well with the per capita expenditure for OVCs attending public schools through the MoWCD or NAC support.

On average, an OVC attending a public primary school requires about **K12, 800.00 per year or slightly less**. A secondary school OVC attending public school requires **about K29, 400.00 per year or slightly less**. This is based on the NPA for OVC rates of US\$30 and US\$70 for primary and secondary OVC respectively, assuming that these are per term rates.

Therefore, **money used by the Government to support only 200 students per year at the international private school could support 6,285 OVC attending ordinary public secondary schools**. The same amount of money could support **14,437 OVC attending public primary schools**. In other words, when Government supports 1 (one) student at Kamuzu Academy in a year, it foregoes supporting 31 OVC in public secondary schools, and Government forgoes providing education support to 72 OVC who could have enrolled at public primary schools.

On a related note, **Government expenditure on uniforms alone at Kamuzu Academy (K6 million), could put 205 OVC back to public secondary schools, or could put 478 OVC in primary schools**. The challenge on the

part of the Government is not necessarily to stop the Kamuzu Academy bursary and other schemes, but to balance expenditures equitably without discrimination, with thousands of OVC across the country that are not able to access education due to lack of education support

A number of observations can be made about support towards OVC in MOEST in the financial years of 2006-2007 and 2007-2008. This includes that during the past two years MOEST provided bursaries in the bid to promote the right to quality education for all children particularly the needy like Orphans and Vulnerable Children (OVC).

This is against the background that currently there is a heavy demand for expansion of bursaries given that out of an orphan population of around half a million orphans in primary schools expected to study in secondary schools in the next eight years, around 72,000 orphans will need places in secondary schools in 2008 and 2009. The number of Orphans in secondary schools of 36,329 is far less than imagined suggesting that there are a lot of OVC that are failing to get into secondary schools due to lack of financial support, among others. In 2007 there were 35,017 standard 8 orphans and 37,041 orphans in standard 7.

#### **10.4 Role of NGOs in Providing Education Support**

There are a number of Non Governmental Organizations (NGOs) working with MOEST that are providing bursaries to students including OVC. However, the total number of partners as of the first quarter of 2008 was not known due to inadequate documentation, lack of clear policy guidelines and poor tracking mechanisms.

Most of the NGOs providing bursaries do so in their catchments areas. Plan Malawi for example provides bursaries to students from Lilongwe, Kasungu, Mchinji, and Mzimba North. Other NGOs like Press Trust and Macmillan award bursaries to best performing districts in each District. Press Trust for example has been awarding bursaries to two students per district since 2003 with an annual support of 66.

### **11.0 GENERAL RECOMMENDATIONS**

While efforts are being made by the government to ensure more coordinated approach to the provision of education support for OVC, a number of gaps still exist that risk reversing any gains made in this area. The following way forward which, in our view, would help to scale up support towards OVC access to the right to education, is therefore being proposed:

Firstly, MOEST should increase funding for OVC support to government secondary schools. Secondly, and in line with the pro-poor policies, more funding should go towards government secondary schools than Kamuzu Academy. Thirdly, Government should harmonize guidelines for bursaries to enhance coordination. Fourthly, Donors and Private sector should be approached to provide more bursaries to OVC. Added to this, NGOs should find ways of increasing and sustaining support towards OVC

#### **Specific Recommendations**

**11.1 There is an urgent need for a stronger targeting mechanism for OVC beneficiaries of education support.** This includes more representative bursary committees at the community level. This also points to the

need for the finalization of the Social Protection policy which must place emphasis on education support for OVC as a priority strategy under cash transfers. Any targeting mechanism must also be designed to capture more rural based OVCs as primary beneficiaries of education support.

11.2 This analysis observes that **Government is providing little or no resources for education support for OVC and a greater proportion of this is coming from donors.** The Ministry of Women and Child Development has no funds of its own for education bursaries in the budgets and is therefore heavily relying on grants from NAC. There is great need for Government to also increase its portion of education support to avert uncertainties in donor funding, especially in consideration that the Global Fund where NAC draws much of its resources is time bound.

11.3 There are constraints in managing information related to OVC and **the Ministry of Women and Child must be provided with support to expand its capacity. Specifically the ORT for the Ministry needs to be increased substantially.**

11.4 **There is need for revising the administrative costs threshold for district assemblies for 2.5% to a gradual increase ranging within minimum of 5% to 10%.**

11.5 As equally observed in the 2006 NOVOC Report, **education support for OVC needs to be given higher levels of protection as a priority.** Education bursaries should come out clearly in the list of PPE allocations and funding figures for ease of monitoring commitment of the Government to this area. The amount allocated as a PPE for education support also needs to increase by the corresponding increase to the total PPEs.

11.6 The **current structure of budget documents makes it difficult to isolate specific budget lines** related to education support since they are lumped either under Child Services or other similar lump sum categories. Education bursaries, school fees and other forms of support must be clearly identified as budget lines in the budget documents especially for Assembly Budgets.

11.7 Government should provide adequate information on how savings from debt relief are likely to benefit education support for OVC. Currently, there is no evidence that debt relief has resulted into positive expenditure improvements in the MoWCD and in the priority area of education bursaries. **The debt relief resources must also lead to significant increases that should lead to the provision of education support to utmost 100,000 OVCs annually in line with the NPA for OVC.**

11.8 **There is need to improve information** flow among implementers of education bursaries especially on the role of NGOs. Some NGOs do not share information with the MoWCD and do not disclose the number of OVC they are supporting.

11.9 The Government has made a commitment to supporting students at Kamuzu Academy. However, **proper balance should be made on funds allocated for bursaries to Kamuzu Academy** vis a vis education support for OVC in the public schools. The funding for OVCs in public schools must increase as much as the funds allocated for Kamuzu Academy bursaries. We are confident that the Government can stick to the

policy guideline of prioritizing public expenditures on public schools where bursary costs are lower than private and international schools.

11.10 **The civil society and other non-state actors must monitor implementation of the policies** and guidelines for education support to ensure that actual practice matches with policy. CSOs should also lobby for adequate funding to the MoWCD and disseminate information on decentralization and the role of local assemblies in anchoring education support for OVCs.

11.11 In addition, the CSOs must progressively move into **developing monitoring mechanisms that will track expenditures for OVC education support**. The purpose should be to ensure transparency and to develop capacity for the communities to demand accountability in this important yet often neglected sector.

## 12.0 CONCLUSION

Government is not allocating resources of its own in the national budget for education support. It is clear that more can be done for such a commitment to be realized. Education support is a primary responsibility of Government while other players are merely expected to compliment Government efforts. However, efficient management of education support requires provision of sufficient funding to the lead Ministry of Women and Child Development, and increase ORT substantially. Internal efficiencies in the Ministry also need to be sorted out as well as capacitating district assemblies with necessary resources. It is only by taking the outlined recommendations into account that Government will realize its policy objectives and put more OVC in schools.